

COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF WELFARE

FIFTH BIENNIAL REPORT

OF THE

Secretary of Welfare

1929-1930

Bulletin

no. 483

HARRISBURG, PENNSYLVANIA

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September 1, 1930.

HONORABLE JOHN S. FISHER, *Governor*,
COMMONWEALTH OF PENNSYLVANIA,
HARRISBURG, PENNSYLVANIA.

My dear Mr. Fisher:

I herewith submit to you the Fifth Biennial Report of the State Department of Welfare, as required by the provisions of Section 504 of the Administrative Code.

Attention has been directed to every phase of the Department's activities in the gathering of material for this report and I believe that it faithfully sets forth the progress achieved during the second biennium of your administration. The Foreword presents a brief summary of the accomplishments of this Department from the beginning of your administration.

The report indicates that not only have the duties of standardization and inspection required by law been carefully carried out, but that unusual success has marked the introduction of new features in the Department's work. Included also are recommendations for future procedure based upon the needs as they are visualized now.

Very truly yours,

E. GRACE McCAULEY,
(MRS. E. S. H. McCAULEY)
Secretary of Welfare.

FOREWORD

The Department of Welfare again presents a biennial report. The official statement of facts herein contained will supply information to the socially minded who are interested in what this agency of state government is doing for the dependent and delinquent; will perchance stir the imagination of those who are indifferent to the social and economic problems that press for solution and likewise furnish to the taxpayer the data to which he is entitled.

The following pages will reveal the results of endeavor during the past two years; but this preliminary narrative shall revert to the beginning of the first biennium of the present administration in order that those who peruse the volume may have an opportunity to learn of those outstanding accomplishments of the Department of Welfare, which are of greatest public interest, throughout the entire period of the administration of His Excellency, John S. Fisher, Governor of the Commonwealth of Pennsylvania, January 1927 to January 1931.

January 18, 1927, the actual date of the beginning of the administration, found the Department of Welfare possessed of its assets and its liabilities. As the Department at that time was only six years old, it was in its infancy. The volume of work has practically doubled during this administration. It has by no means reached the full measure of its growth and usefulness. Time, adequate funds, and a larger personnel will bring the results we know to be necessary. This department of our State government is a big social enterprise. It is, however, administered on a business basis. It is essential that the expenditure of large sums of money be in accordance with best known business practice. It is altogether right that the taxpayer demand and receive a dollar's worth of service for every dollar that is expended, and this policy has been observed throughout this administration.

The supreme purpose of government is the welfare of the governed. The promotion of general welfare to ourselves and our posterity as an important factor in government is clearly and emphatically set forth in the Preamble of the Constitution of the United States of America.

With appropriations of more than sixteen millions of dollars for construction in State institutions under the jurisdiction of the Department of Welfare approved by Governor Fisher for the bienniums 1927-29 and 1929-31, the greatest institutional program ever attempted in any single administration was more than one third completed at the end of the administration's second fiscal year May 31, 1929. Plans have been virtually completed for the remaining two thirds; the work has been contracted for and operations are well under way.

During this administration the building program over which the Department of Welfare has exercised supervision surpasses any building program that has heretofore been undertaken by the Commonwealth within a period of four years. Approximately 2,626 beds were made available by the appropriations of the 1927 Legislature, and it is estimated that about 3,567 new beds will be provided by the appropriations granted by the 1929 Legislature.

No less important, however, in their effect upon the welfare of Pennsylvania's citizens are the programs put into operation for the new system of allocation for the Mothers' Assistance Fund, the licensing of maternity hospitals throughout the State; the regular inspection of the county jails; the increased hospital facilities for the chronically ill in almshouses; the establishment of a county unit of poor relief in two counties previously operated on the township and borough plan; the development of prison industries by which the inmates are kept employed and are taught trades, which should later aid their adjustment in the community; the program for institutional farms is proving remunerative and affording a healthful occupation for inmates; the work of the mental health bureau has contributed to increased facilities for treating the mentally ill and reached, with its clinics, the unfortunates in the most rural communities.

There are numerous lesser enterprises in which the Department of Welfare has been engaged during the past three and a half years, which, while deserving of mention, are restricted in enumeration for the reason that they comprise the routine operations prescribed by law.

A new cell block at the Rockview State Penitentiary has been completed and put into use during the present administration. Chief among the prison construction operations is the new Eastern State Penitentiary at Graterford. One cell block has been completed and is now occupied by the prison labor battalion of 800 men which works eight hours daily on the site of the huge project. There are two cell blocks now under construction at Graterford and these will be completed in the near future.

The plans for the new Eastern Penitentiary include not only the cell blocks but hospital, educational and industrial facilities. A room is provided for religious services. As practical prison administrators advocate the gradual extension of privilege to each prisoner who has been committed for a definite term, two cottages have been erected outside the walls to which these prisoners will be transferred prior to the expiration of their sentences.

A very outstanding accomplishment has been the establishment of the Selinsgrove State Colony for Epileptics with a sufficient appropriation to build three farm colony houses, each with a capacity of

forty patients. It is already filled to capacity. The institution when complete in accordance with present plans will provide for approximately 1200 patients.

An initial appropriation was granted and plans have been practically completed and work started for the Cumberland Valley Institution for Mental Defectives. The complete institution as it is projected will cost approximately \$5,000,000 and is the second institution of its kind and type to be planned and operated in this country.

Practically every State-owned institution in the Commonwealth, according to its need, conducted a construction program during the present administration.

A review of the building program would be incomplete without mention of the emergency housing at Polk State School. During the Fall of 1927 on recommendation of the Secretary of Welfare and with the approval of the Governor, the Board of Trustees of the Polk State School erected two emergency buildings to relieve the waiting list of that institution. The building material used is asbestos board and resembles the emergency school buildings often used in school districts. The 1929 Legislature made available \$250,000 for such construction purposes. Plans are well under way for its use. One would not advocate such emergency housing as a permanent substitute for brick and stone structures, but when it is remembered that they can be erected in sixty to ninety days at a cost ranging from one-fifth to one-half that of permanent construction, and when it is further remembered that Pennsylvania has more than 2,000 urgent cases on the waiting lists of the three institutions for mental defectives, one may reasonably conclude that the inexpensive structures may well be used in order to house those who need care during the time necessary to erect permanent buildings.

A distinct advantage to the administration of the Mothers' Assistance Fund was the law enacted at the 1929 Session of the Legislature which provided a new system of allocation for the money in this fund. Heretofore the method of allocation did not permit the full expenditure of the fund appropriated by the Legislature so that some \$40,000 or more reverted to the State Treasury at the end of each biennium. The new method, while it reduces the amount allotted to some counties, permits the expenditure of the full amount, thus conforming to the intent of the Legislature.

The reorganization made necessary by the new system has been completed and the operation of the Fund has been greatly facilitated. Previous to the present administration, the appropriation at no time exceeded \$1,750,000 for this fund. The 1927 Legislature appropriated an additional million dollars. We trust that the next Legislature

will add another million and a quarter to the amount that has been appropriated at both the 1927 and 1929 Legislatures, in order that the eligible waiting list may receive assistance.

Another praiseworthy act of the 1927 Legislature was the appropriation of \$55,000 for orthopaedic work. It was the first appropriation of its kind to have been granted. After June 1, 1927, when this appropriation became available, the Orthopaedic Unit was established.

One of the most outstanding needs of the Commonwealth as recognized by the present administration was the licensing of the maternity hospitals throughout the State. An act was passed at the last session of the Legislature which provided that hospitals of this type should be subject to inspection by representatives of the State Department of Welfare and if the requirements of the Department were complied with, a license issued. More than fifty maternity homes and hospitals have been inspected and licensed.

An enthusiasm toward the betterment of the county jails, never before manifest, has followed the publication of the ratings of these institutions by the Bureau of Restoration. Previously, regular inspections were made and suggestions offered for the improvement of conditions in the jails. The present administration, however, realized that in some cases little was done toward improvement unless the matter was called forcefully to the attention of the public. The ratings were, therefore, published following the annual inspections, and improvements followed at once so that many of these institutions have discarded old methods of operation and unsatisfactory physical conditions.

A definite program toward the care of the chronically ill in the almshouses of the State has resulted in the installation of hospital facilities.

Noticeable progress has been made in the social interpretation of the administration of State aid to hospitals. The method whereby State aid is granted is now very generally accepted and approved by hospital superintendents and trustees.

Pursuing a program calculated to keep prisoners in the penal institutions busy and thus reduce one of the prime factors of rioting which is recognized as idleness, the prison industries have shown a greater gain in the number of men employed and the value of products manufactured than at any previous time. The thought, however, of fitting prisoners to become self-supporting citizens following their release is of paramount importance. Many of the prisoners are taught trades which they can later follow. In this connection it might be consistent to point out that while some of the worst prison riots in history have occurred during the past two years, Pennsylvania has been

comparatively free from such trouble. It has been the aim of the administration to employ prisoners as much of the time as possible, to relieve overcrowding and house, feed and train the men so that at the time of their release they will be in better mental and physical condition than at the time of their incarceration.

One of the features of the present administration's growth which has shown rapid development is the Institutional Farm program. With the employment of an agriculturist in the Department of Welfare under the present administration the scientific aspects of farming were entered into at each of the State institutions. At the present time there are twenty two thousand acres of land owned by State institutions given over to institutional farms. These farms represent the largest farm units in the Commonwealth, whether privately or publicly owned. Of this huge acreage 11,000 acres or approximately one half is under cultivation for the raising of crops and vegetables. The other half has been given over to the completion of every phase of farming and has been developed for woodlots, pastures and water-sheds. The woodlots have been seeded with a view to the production of lumber in the future.

An important and remunerative phase of the farms has been the dairy herds which can not be passed by in a review of the farms. These herds are comprised largely of registered stock and have advanced in development to a point where many of the finest animals in the State are found in the institutional herds; many important prizes have been taken; and many valuable milk and butter animals in the State are found on the institutional dairy farms.

The 1927 Legislature should be commended for the passage of the act that provides for the building of roads by the Department of Highways upon the land owned by State institutions. \$100,000 was allocated to be used at State institutions during the 1927-29 biennium and \$125,000 was allocated for a similar use during the 1929-31 biennium. To date approximately 75 miles of roads have been built upon lands owned by State institutions.

The ten year program of the Bureau of Mental Health has met with marked success under the present administration. More beds have been added to the State mental hospitals during the past four years than in any previous administration. Clinics have been developed throughout the Commonwealth until there are now more than sixty held monthly. Recognizing the fact that twenty-five per cent of the persons suffering from mental ills can recover with proper treatment, the old asylums for custodial care have been discontinued, and with the appropriations available during the present administration, modern methods of treatment have been facilitated. Thousands

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of beds have been added to the hospitals and the work of the clinics widened in scope. The importance of the clinics has been made manifest through the admission of children. Mental, like physical ills, can be treated before adult life with more hope for recovery.

The scope of the work of the Department has increased to such an extent that it now touches the lives of more than a million persons—one-tenth the population of our Commonwealth.

Neglect and indifference in regard to the care of human beings is rapidly passing away with a more enlightened citizenry.

The Department has urged throughout this administration that sufficient funds be made available for State institutions during the next ten years. It is imperative that Pennsylvania first catch up with her problem. Then let us hope it may be possible to keep abreast of the situation by means of education, segregation and selective sterilization.

The 1927 and 1929 Legislatures have admirably measured up to their responsibility. The individual members of these two sessions have received much of their inspiration from an enlightened and interested public. They received their courage to act directly from the Chief Executive of the State who from the day of his inauguration has placed the welfare of the people of the Commonwealth conspicuously in the foreground, far in advance of personal ambition.

And so not boastfully, but thankfully, this administration of which the Department of Welfare has the honor to be an integral part, holds high the banner on which is shown Pennsylvania's recognition of a great need.

The record of achievement of this administration will remain for all time as a brilliant era in Pennsylvania's history. The generous appropriation of funds during the 1927-31 administrative period will remain as a challenge to all succeeding executives and legislators.

Long may Pennsylvania live and prosper. Ever and continuously may the interests of her children, normal and abnormal, privileged and under-privileged, be protected. May Pennsylvania never lose her sense of direction, and may the Department of Welfare continue to function in an unselfish service for humanity.

THE BUREAU OF ASSISTANCE

The report of the Bureau of Assistance for the 1927-28 biennium outlines the important policies which have guided the Department in its development and forecasts a program for the future. The present report makes no change in the policies as stated in the previous report and endeavors to show how far we have been able to advance the program for the future. A great deal has been accomplished but much remains to be done.

DIVISION OF HOSPITALS

In the stated program are outlined points one, two, and three under the Hospital Division,—(1) The continuation and improvement of social service credit work and stimulating of hospitals to establish social service departments; (2) Adequate facilities to render the consultant service found to be valuable in the past; (3) Frequent conferences in different parts of the State for the discussion of questions arising in the development of this service.

The Department has been able to continue the plan of social service credit work and to extend it to include a greater field of service. The staff of trained, experienced, medical, social workers has visited all of the State-aided hospitals quarterly and has made inspections of these hospitals as frequently as the size of the staff and other duties would permit. The Field Representatives have acted as consultants and advisors to the hospitals where there are no social service departments and have assisted hospitals in securing the service of acceptable social workers when they have realized the need of such service. This close contact of the trained worker with the hospital officials has resulted in a feeling of mutual understanding between the Department and the State-aided hospitals and has given opportunity to make many valuable suggestions to them and has left the way open for the hospitals to appeal to the Department, either through the Field Representatives or direct, in many problems arising out of hospital work.

Statistics for the two years show that every one of the one hundred sixty State-aided hospitals was visited eight times during the biennium and there were one hundred eighty re-inspections made.

After a re-inspection has been made, a carefully prepared letter is written giving the hospital credit for the conditions as found in the inspection and recommending necessary improvements. The reaction of the trustees of the hospitals to these letters has been uniformly favorable and every effort has been made to follow the recommendations contained therein.

In one instance the Field Representative discovered on her inspection visit that there was a possibility of the hospital losing its accredited standing as a nurses' training school. This information had not been given to the board of trustees and the Department was able to inform them in time to have them meet the requirements of the State Board of Examiners for the Registration of Nurses and to enable them to go before the public for support of a larger and better institution with adequate nursing home and the necessary support was received and this hospital is now about to go into its new quarters.

In another hospital some rather serious practices in the credit department were having the effect of discrediting the hospital in the community. These discrepancies were discovered by the Field Representative and presented to the board with the result of an entire reorganization of the credit work of the hospital and later a satisfactory report, the work being done in accordance with the rules and regulations of the Department of Welfare.

Five million, nine hundred twenty-two thousand, eight hundred dollars (\$5,922,800) was appropriated to the one hundred sixty private hospitals at the 1929 session of the Legislature.

A classification of these hospitals on the basis of their earning capacity as it relates to the amount of free service approved by the State shows that there are

8	in Class A, or those with an earning capacity of over \$300,000
2	in Class B, earning capacity \$200,000 to \$300,000
23	in Class C, earning capacity \$100,000 to \$200,000
31	in Class D, earning capacity \$ 50,000 to \$100,000
96	in Class E, earning capacity less than \$50,000

160 Total

It will be seen from these figures that by far the largest number of hospitals receiving State support are in the lowest earning capacity class.

Great care has been exercised that only those patients whose circumstances warrant such service have been accepted by the State. The great increase in unemployment during the last two years has resulted in increased demands on hospitals. People who would otherwise have paid in whole or in part for their care in hospitals have been unable to meet this responsibility. Hospitals have had great difficulty in securing additional local support but have bravely faced the situation and the sick have been cared for to the limit of the hospitals' resources.

Section three of the program states the desirability of frequent conferences in different parts of the State for the discussion of questions arising out of this service. Early in the biennium a large confer-

ence was held in Philadelphia and in November of 1929 four regional conferences were held in Philadelphia, Erie, Pittsburgh, and Harrisburg. One hundred nineteen hospitals were represented. There were sixty-seven members of the boards of trustees and eighty-eight hospital executives, either superintendent or medical director, present. The details of the plan of administering State aid to hospitals were outlined and there was active discussion and comment.

The consensus of opinion is that the system and the rules and regulations as in operation at the present time are fair to the patient, the hospital, and the State and those present were almost unanimous in their feeling that it is the best known system in operation anywhere.

Hospital workers made one thousand, five hundred forty-seven (1,547) visits for the purpose of checking, giving consultation service, and making investigations. Two hundred sixty-four thousand, six hundred twenty-four (264,624) cards were checked and three million, nine hundred seventy-six thousand, two hundred sixty-four (3,976,264) days of free service were approved.

DIVISION OF PUBLIC POOR RELIEF AND ALMSHOUSES

Reports from Bureau Field Representatives and statistical reports from various counties and poor districts indicate that the situation regarding those who need some form of relief has been greatly aggravated during the last two years, largely due to the general unemployment situation. In the coal mining regions, there were many strikes and later unemployment; consequently people who would have been supported by those employed in industries have had to call upon the public for support. The odd jobs which were formerly held by those persons unable to fulfill a full day's work in any industry were now being taken by heads of families otherwise unemployed, thus pushing the aged and less able-bodied out and making them dependent upon public funds.

The County Homes or Almshouses report greatly increased numbers even for the winter and the number leaving in the spring who ordinarily would be able to take care of themselves during the summer is less than has been noted for a number of years. The increase in population of the County Homes has also been complicated by a large number of chronically ill and no perceptible increase in the number of able-bodied who can do the work of the institution.

A careful study of the Almshouses (some are called County Homes, some District Homes, and some Almshouses, the term "Almshouse" as used in this report applies to all of the institutions for the indigent supported by taxation) throughout the State a few years ago

revealed the fact that the population is about one-third women and two-thirds men and about forty per cent of the population are chronically ill needing constant medical and nursing care and that an additional forty per cent are barely able to take care of themselves and can not contribute much to the work of the institution. This being the case, a definite program was established by which all Almshouses were advised to equip themselves with suitable and adequate hospital facilities.

The law requires that all plans for new buildings or improvements or additions to old buildings must be submitted to the Department of Welfare for its approval. This has given the Department an opportunity to make the recommendations which will suit the needs of each community. In many Almshouses that were built on a plan providing for fifty per cent male and fifty per cent female, there was over-crowding on the male side and space on the female side. The Department, therefore, has recommended the provision for two-thirds male and one-third female.

The following counties have made special provision for the care of the chronically ill. A new and complete hospital building to care for fifty chronically ill has been completed and occupied during this biennium by Delaware County. Mercer County has completed and is occupying a new modern hospital for the care of the chronically ill with a capacity of eighty. Berks County is in process of completing a new hospital section. Blair County has erected a new hospital building. Washington County has completed a new dormitory for men which will relieve their hospital section of overcrowding and make it possible for them to extend hospital care.

Cambria County's plans for a hospital building for one hundred twenty-five have been approved. Lebanon County's plans for a hospital section for the women inmates have been approved. York County is building a fine new County Home with adequate hospital facilities. Armstrong County is building a new County Home with hospital facilities for forty per cent of the estimated Almshouse population. Mifflin County, which was closed by the order of the Department of Welfare several years ago, has entirely rebuilt a modern Home and Hospital, devoting one floor to the care of the chronically ill.

Huntingdon County has remodelled and has set aside a section for hospital purposes. The Department of Welfare desired a new building there but county authorities felt that the community's resources were insufficient to justify a new building. Lycoming County is planning a new County Home with hospital facilities for seventy-five and Warren County has been in conference with this Department and is planning a new building, the first floor of which is to be used for a hospital and the second floor for a women's building.

The problem of nursing care is still not being met. In many instances limited medical service and more limited nursing service still obtains. The Department of Welfare is advocating the appointment of a trained nurse in all Almshouses. The work of looking after the sick which is done by inmates is to be supervised and directed by the nurse.

In the United States Department of Labor study of the "Cost of American Almshouses," a statement is made that "the element of inmate care which receives the least attention is that which humanity demands should have the most—the nursing of sick, helpless old people" and that "nurses are rarely found on the staff of Almshouses with less than one hundred inmates."

When the lay citizen has a better knowledge and understanding of the situation in the local Almshouses, there will be a demand that adequate medical and nursing care of the sick and helpless shall be the first consideration and fine live stock, farm equipment, and farm help shall be considered as contributory to the main object of the Almshouse, which is the care and treatment of the county's dependents.

The newly created Poor Relief Division of the Public Charities Association is making a special effort to acquaint the people in the communities about the conditions in their local Almshouses.

In addition to the accomplishments along the line of hospitalization there have been a number of new buildings and other improvements. Pittsburgh has started a very large program at Mayview. A modern building for colored inmates has been erected in Delaware County and they are working out a five-year program looking toward the general improvement of all of their buildings and the completion of a modern county program for the care of all types of cases which should be cared for in a County Home. Schuylkill County has inaugurated many improvements and the hospital section there has been restored to its original condition of usefulness. There is in contemplation a great deal more improvement in Schuylkill County.

The Department has been gratified at the great improvement in Lancaster County Home due to the appointment of a general superintendent who has charge of the three departments,—the mental hospital, the general hospital, and the Home for indigent. This overcomes a difficulty of administration which had handicapped the County Home for many years and is the type of organization which has been proven to be effective in other counties.

The Philadelphia Home for the Indigent is adding an additional building and the Department has been hoping that a hospital for the chronically ill could be included in the Philadelphia plans as there are many patients in the Philadelphia General Hospital which could be

removed to such an institution but who could not be properly cared for at the Home for the Indigent. This idea is receiving the consideration of the Department of Health and the Department of Welfare of Philadelphia.

COUNTY UNIT OF POOR RELIEF

This Bureau believes, and this is borne out by experience in this and in other States, that the township and borough system of administering poor relief and Almshouse is extravagant and inefficient, and that the county unit is the best form of administration. At the beginning of this biennium, there were ten counties still on the township and borough system. During the biennium an active campaign has been waged in those ten counties, the cooperation of the local people, newspapers, welfare organizations, service clubs has been secured.

In Clinton County a petition with one thousand signatures was secured and the question presented to the voters and passed by them in November, 1928. A similar campaign was entered into in Lycoming County with a favorable vote in November, 1929. Campaigns in Susquehanna, Centre, Wayne, and Northumberland Counties have been under way but have not yet been successfully completed. The Almshouse conditions in some of these counties are deplorable. The small unit requiring expensive overhead, the emphasis on the farm, the absence of suitable medical and nursing care make these institutions totally inadequate to meet the needs of the people in those communities.

While in Fulton and Cameron Counties there are no Almshouses, there is need of combining into a county unit. Columbia and Montour Counties are considering the possibility of combining into a district and erecting one District Home. Quoting again from "The Cost of American Almshouses," the statement is found that there is almost universal agreement that "the establishment of District Almshouses, well planned, well equipped and well managed, with the main idea in mind, the care of the poor, seems to be the most practical and efficient solution of the problem at this time."

The Department of Welfare has found that with the establishment of a county unit, all is not done but the work is only well begun. Armstrong County became a county unit several years ago and the Department then advised the county authorities not to build a new institution until the needs of their community should be ascertained. The Department has maintained close contact with the authorities and realized their needs and only after several years of actual work with their problems have they discovered just what they will need in the way of a County Home.

Snyder County became a county unit under the General Poor Relief Act of 1925 and after struggling with their problem for a while,

the Commissioners communicated with the Department asking advice about the building of a County Home, their reason being that the outdoor relief had become so heavy that they wanted to build an institution which they could use as a deterrent to those who would apply for outdoor relief. The Bureau of Assistance offered to send the Assistant Director to make a study of their actual relief work and recommend what was considered to be the greatest need. As a result of this study, the Bureau advised the County Commissioners that after a survey of fifty cases which included one hundred thirty-five people, sixty-nine of whom were children, only nineteen of the total one hundred thirty-five were found to be in need of institutional placement and only two of these nineteen were able to do any work even under supervision and therefore a Home for the county would be an expensive proposition. The Bureau recommended that they secure care for the institutional cases in a nearby County Home and suggested that they have in mind the possible combining with several other nearby counties in forming a district Home, and pointed out that their greatest need was of a trained and experienced welfare worker who would help in making these family adjustments which were discovered as so necessary in the study.

Clinton County also felt the need of a County Home and sought the advice of the Department of Welfare. A study of existing conditions was made with the result that the Department recommended and the County Commissioners engaged a trained welfare worker who is making further study of the present situation and will formulate a plan for the future.

Lycoming County has not yet gotten actively under way but has assured the Bureau that they will appoint a competent welfare worker who will be acceptable to the Department.

Robert Frost's definition of a "Home" is "a place where, when you have to go there, they have to take you in." This applies to the place provided by the public for the care of its indigents. There are still some county institutions and some township and borough institutions in Pennsylvania in which the equipment is far below what could be considered minimum standard. There should be for the aged and infirm suitable buildings where the inmates are classified and those of the finer sensibility and manner of living not compelled to live in close quarters with the derelict, untidy, and otherwise objectionable inmates. Provision should be made for aged couples to end their days together. Food suited to the needs of the sick and infirm should be provided, and superintendents and matrons should be chosen for their interest in people and their qualifications to handle this particular and difficult type of work. The helpless nature of many of the inmates of the County Homes requires such expert service.

Much progress has been made. The new and remodelled Homes contain complete modern, sanitary conveniences for the inmates. Many of the old Homes are good and are the result of special effort on the part of the Directors of the Poor, County Commissioners, or other public official but until all of the institutions measure up to a minimum standard of building, equipment, and service, the work of adequately caring for the sick poor will not be complete.

CHILDREN IN ALMSHOUSES

A very definite campaign in cooperation with the Bureau of Children and the various child-caring agencies throughout the State has been undertaken during the last two years. With the exception of a few counties, the condition is much improved. Fewer children are reported in Alms Houses and more effort is being put forth to provide for them otherwise. A careful report of all of the names, ages, and circumstances of all children found in Alms Houses is made by the Field Representative who makes these inspections. These are taken up by the Bureau of Children and with the County Commissioners or Directors of the Poor in the effort to work out different plans. The Department is hoping for the employment of trained workers by all county officials as a necessary part of a good and efficient welfare program.

BIRTHS

In the early part of this administration a letter was addressed to all Poor Board officials urging them to make provision other than the Alms House for maternity cases. State-aided hospitals agreed to accept these cases and the children were saved from Alms House birth and the mother from danger of infections, which are all too prevalent in Alms Houses. This has resulted in some Alms Houses changing their maternity rooms into isolation rooms or places where special type cases such as cancer, erysipelas, and other communicable diseases could be cared for. Some Alms Houses continue to have their maternity cases but the passage of the Maternity Licensing Bill, which requires places where children are born to hold a license which is granted by the Department of Welfare only when the minimum requirements are met, will be effective in closing maternity departments in all Alms Houses except those few which have maternity facilities which meet the requirements of the law.

STATISTICS

Statistical tables showing the costs of Alms House care, outdoor relief, and the number of people affected by both types of care are attached to this report. With the extension of outdoor relief under the administration of well trained welfare workers, the future Alms House

population should be only those for whom outdoor relief is not possible. The Woman's Department of the National Civic Federation in a study of "Some American Almshouses," "pleads for general realization of the fact that the American Almshouse is a social problem, and that it needs only an awakened social conscience to make it the institution it can be—a humane, decent home for those for whom society must care, and a scientific, efficient and even more humane refuge for the chronic sick for whom society has no other place," and the Department of Welfare endorses such a plea.

CASE CORRESPONDENCE AND CASE WORK

The Department of Welfare, known as it is throughout the sixty-seven counties, has become a place to which many inquiries regarding suitable provision for aged, sick dependents, and those in trouble of various kinds are directed. Existing agencies are used but there are great lacks in suitable care for the aged who do not qualify for admission to the existing Homes, or who because of some illness or infirmity cannot be accepted. The Department has secured excellent cooperation from the existing charitable agencies, child welfare groups, Red Cross, and public officials, but if each county had a well organized County Welfare Department with trained personnel, much could be accomplished in the work of prevention, which is the aim and purpose of the Department of Welfare.

HOMES FOR THE AGED

Re-inspections have been made in all of the Homes for the aged receiving State aid. The conditions in these Homes in the main are good. They are not run for profit and due consideration is given to the needs of the inmates. While the Department does not favor increasing the number of institutions for the care of children, believing that better results are secured by other means, every effort has been made to interest and encourage groups of people who are thinking in terms of care of the aged to make their plans such that their admission requirements are sufficiently elastic to care for a great many people who are denied admission because of existing admission rules.

SOLICITATION OF FUNDS

Every effort has been made during this last year to properly interpret the law regulating the solicitation of funds. The difficulties arising out of the exceptions, and the commercial and religious organizations which so conduct their work as to keep within the law but who are really violating the spirit of it, have made it difficult to get satisfactory action. It is evident that the Act needs to be amended in order to clear up the weak points and make it really an effective piece of social legislation. For the year and a half since January 1, 1929, one hundred seventy-six certificates have been issued and seven refused.

BUREAU OF CHILDREN

INTRODUCTION: THE RELATION OF A STATE BUREAU OF CHILDREN TO THE DEVELOPMENT OF CHILD WELFARE IN THE STATE

Since the ideal of a democracy is that the government shall represent the interests of all groups, a state Bureau of Children, entrusted with the oversight of dependent and delinquent children, must see the needs of all children. In its work for children who are handicapped socially, physically, or mentally, it must recognize that the fundamental needs of these handicapped children are the same as those of normal children—namely, that each may be afforded the opportunity to live the fullest life of which he is capable. The emphasis in its work must progress from treatment to prevention, and from prevention to the creation of dynamic social health.

A state Bureau of Children is in a strategic position to lead and coordinate thought and action in child welfare in the state. It should welcome forward-looking leadership in the field of private endeavor, working in cooperation with this leadership, and should seek to stimulate new leadership in localities where it is lacking. In the interest of vital, lasting results it should stress educational rather than coercive methods.

It is on the basis of these principles that the Bureau of Children in Pennsylvania has been trying to carry on its service.

SCOPE OF THE BUREAU OF CHILDREN

The Department of Welfare, through its Bureau of Children, has been entrusted by law with the supervision of all organizations dealing with dependent and delinquent children away from their own homes; of all individuals (except those in the regular employ of the juvenile courts) who place children in foster homes; of all individuals who receive children for care, "for hire, gain or reward." It also has the licensing of infant boarding homes and the administration of laws regarding dependent children sent or brought into Pennsylvania from other states.

The direct supervisory contact of the Bureau extends to 168 institutions for dependent children, 63 child-caring agencies, 21 institutions for delinquent children, 62 day nurseries, 12 maternity homes and approximately 100 private homes licensed annually for boarding infants. It is the duty of the Bureau, through individual contacts and general educational measures, to help raise standards throughout the State to the point which may bring to each individual child concerned, that type of care by which he can most benefit.

All child-caring organizations in the State are covered by a census taken on May 31st of each year. On this date in 1929, 37,770 individual children were in the care of these organizations. Of these 32,992 were entirely away from their own relatives. A chart showing the variations between population and capacity in institutions for children in Pennsylvania for the years 1927, 1928, and 1929 is attached. Although at the time of writing a collection of data is being made which may throw light on the standing of Pennsylvania in comparison with other states in regard to the number of dependent children, there is no such information available at present.

To carry on the general and supervisory work of the Bureau there has been a staff of five: the director, assistant director, and three field representatives. All members of the staff have had education and experience in various lines of social work and are members of the American Association of Social Workers. There is a clerical staff of three stenographers. During the biennium the staff has made an effort to analyze its work more carefully and to organize its small number for the most effective service possible.

SUPERVISION

POLICIES

The Bureau of Children has always interpreted "supervision" in its fullest sense. It has seen in this function an opportunity to study each individual child-caring organization and to try to procure for each the particular help it may need to achieve its greatest service. Such supervision involves study of the work done, conference with individual staff and board members, an analysis of the organization's strong and weak points, a consideration of its relation to other child welfare activities in the community and a definite effort to work out together the problems peculiar to each situation in a truly cooperative spirit.

Obviously it is impossible to give this measure of constructive service to each organization yearly. The Bureau has, therefore, adopted the policy of making fewer and fuller formal supervisory visits, trying to keep the continuity, however, through more frequent short, informal contacts. More emphasis has been laid on the advisability of meeting with the boards for fuller discussion of policies. Twenty-one such meetings have been held during the biennium.

This period has also been marked by a growing recognition of certain natural groupings of the organizations which has emphasized the importance of working out specialized approaches to these groups. This has involved better cooperation with the higher governing bodies of some of the denominational and fraternal organizations and the work-

ing out of more definite policies with local Councils of Social Agencies and Federations. One outstanding example of this occurred in the winter of 1930 when the Bureau cooperated with the local group in a community-wide study of Pittsburgh organizations involved in child welfare. This desire of a community to make such a study of its resources and to discover how to integrate more closely many individual activities seemed to the Bureau of great significance. It was, therefore, glad to enter into the project to the extent of making 29 of the 86 organization studies and to adjust its own program of supervisory visits so that there should be no confusing conflicts in the other organizations studied by the committee in charge.

INSTITUTIONS, AGENCIES AND DAY NURSERIES

In an effort to gain a cumulative picture of some of the most prevalent trends and needs in the Pennsylvania organizations under Bureau supervision, the outstanding strong and weak points of 148 of these organizations were tabulated during the winter of 1928-29. Some of the results showed definite improvement, such as the fact that 70% of the institutions, many of which formerly had very inferior schools of their own, were now either sending their children out to public school or providing exceptionally good educational facilities. Agencies and day nurseries made the best showing in health work, practically half of these organizations being outstandingly good in this respect.

In the matter of keeping adequate records of the child and his family, the agencies led, 42% showing particularly good work in this respect. The institutions were found to be paying little attention to this matter, so fundamental to care of children away from their own homes. Only 7% were keeping very good records, while 24% were outstandingly poor in this matter.

In all groups it was found that a large percentage received children with far too little knowledge of the circumstances involved. Appreciation of the value of full information as a basis of effective social treatment had not progressed to any degree comparable with the advances in physical equipment, education, or health work. This is, indeed, typical of what the Bureau has found throughout its supervision. It is encouraging, however, to discover here and there a new self-questioning in this regard and, in a few instances, recognition that a different policy is needed. Certain institutions, for example, are considering the employment of a social worker in an effort to connect their service more definitely with the individual needs of each child.

Closely related to any program of institutional development is the whole matter of case-work resources in each community. Family societies usually exist only in the urban centers. Mothers' Assistance is available in all but ten counties, but it is a service to a specialized type

of dependency. Poor districts have been slow in employing qualified workers. The advent of a well equipped children's agency has often meant not just the addition of foster home service in the county, but a better coordination of all the local child-caring resources. During the biennium seven counties have been opened up to this type of service.

Although day nurseries care for a comparatively small group of dependent children, the day nursery represents a clearly defined field of service that is attracting increasing attention from those who are seeking to evaluate constructive factors in modern welfare activities. Day nursery associations both local and national have in some cases stimulated group thinking to the point of keen self-examination and sometimes drastic experimentation with policies and methods. In Philadelphia several nurseries, following the example of many mothers who leave their children with nearby friends or relatives, have made the experiment of substituting a plan of foster home day-time care for the more familiar group treatment. Whatever the subsequent conclusions may be, certainly this willingness to try out new methods in the search for better service to children is a significant contribution to the whole field of child welfare.

MATERNITY HOMES

The Bureau of Children has recognized for some time the need for better control of the maternity home situation in the State. Extremely poor physical care to both mothers and babies and a casual distribution of infants for adoption without sufficient consideration of all the important human factors in each case had been found in too many instances.

The Bureau, therefore, took the leadership in the drafting of a bill which was passed by the 1929 Legislature requiring all maternity homes (except those in cities of the first and second class and those receiving State aid) to be licensed by the Department of Welfare. While the administration of this law is under the personal supervision of the Nursing Consultant, the Bureau serves in an advisory capacity and also continues the direct supervision of homes not subject to the provisions of the act.

BOARDING HOMES

Since 1925 the Bureau has been charged with the responsibility of licensing private homes where more than one infant under three years of age is boarded. Approximately one hundred infant boarding homes are now operating under this provision.

In cities of the first, second, and third class the local health authorities serve as official deputies while in several of the counties private agencies have cooperated helpfully in the administration of the act. In February, 1929, a meeting was called of those who had been most active

in this work and a careful revision of the regulations, the blank forms, and the reporting technique was effected. As a result the whole procedure of licensing and supervision has been improved.

In spite of this fact the Bureau continues to find places in which a woman is boarding infants without a license, either through ignorance of the law or in direct opposition of it, frequently to the detriment of the infants in care. For this reason the Bureau has endeavored to make the situation more widely known and in the spring of 1930 a special effort was made to acquaint the health officials in third class cities (in very few of which there were licensed homes) with the licensing procedure. Even with local cooperation, however, the need is keenly felt for giving more attention to this activity.

So far the Bureau has been able to discharge its obligation in the supervision of independent boarding homes for older children, only in a few exceptional cases.

SPECIAL GROUPS

In the administration of the law affecting the importation of children the Bureau has continued to receive annual reports from out-of-State organizations placing children in foster homes in Pennsylvania with interim reports regarding the movement of individual children

In its supervision of organizations for the care of dependent and delinquent children the Bureau has been conscious of a decided uneasiness regarding the facilities for the care of Negro children. This uneasiness has arisen from the fact that only a few of the organizations providing such care were affording to Negro children the same type of service which was open to white children and also because the actual facts as to the extent of need among the Negro group has never been fully gathered. The Bureau has, therefore, endeavored to stimulate interest in this group and has participated in discussions centering around the care of Negro children. The biennium has shown some signs of awakening interest and conscience in this regard, although no actual changes of note have as yet taken place.

To another group, representing particularly unfortunate children, the Bureau has also extended its active interest—namely, children who are in the almshouses of the State. This extension of interest has been made in cooperation with the Bureau of Assistance which is directly responsible for the supervision of almshouse and poor relief in the counties. The fact that 902 children passed through the county homes in 1928 comes as a shock to most people who realize that over forty years ago a law was passed prohibiting the care of children between the ages of two and sixteen years (“unless such child shall be an unteachable idiot, an epileptic, or a paralytic, or otherwise so disabled or deformed as to render it incapable of labor or service”) in an almshouse for a

period exceeding sixty days. In some counties almshouse care, even within the legally permitted sixty days, is never resorted to, but in others, where adequate facilities for care of dependent children are lacking, or where the county officials center their attention on the allocation of tax funds rather than on the welfare of children, the use of the almshouse for children frequently occurs. The Bureau of Assistance and the Bureau of Children together are trying to take up such cases, bringing them to the attention of the community in question and tapping all possible resources of private and public nature for the better working out of this problem. Directors of the Poor and County Commissioners are becoming a little more conscious of the need for better ways of handling dependent children, and private child-placing societies are increasing their cooperation.

GENERAL EDUCATION

From the beginning the Bureau has consistently maintained a program of general education to supplement the contacts with the individual organizations under its supervision. Conferences, publications, specialized services and addresses are among the activities listed under this general heading.

In July, 1929, the sixth three-day Summer Institute for Institution Workers was held at Chambersburg. Fifty-three delegates representing thirty-four organizations in eighteen counties were in attendance. The general conference theme was "Next Steps in Institution Standards." At the seventh Summer Institute held at Hollidaysburg in July, 1930, "Pennsylvania's Institutions: A Practical Discussion of their Common Problems" was the program title. Seventy-six delegates representing forty-one institutions in twenty-two counties were in attendance. At the closing luncheon session, which was thrown open to the general public, Miss Grace Abbott, Chief of the United States Children's Bureau, spoke on "The Prevention of Dependency."

During the winter of 1929-30 one-day Inter-County Conferences on Child Welfare were held at Palmerton, Beaver Falls, Lancaster, and Williamsport. Philadelphia was omitted because it has its own All-Philadelphia Conference and the northwestern section was not included because the State Conference on Social Welfare met in Erie. At these inter-county conferences a short dramatic presentation of a typical social worker's day, prepared by the Bureau and staged by local groups, formed the basis of the morning discussions and a leader in child welfare circles presented the topic of the afternoon sessions, "From the Old to the New: How Childhood Has Gained." The aggregate attendance at these conferences amounted to 429 persons from 40 counties.

During the biennium the Bureau has issued two outstanding publications. "Correctional Education and the Delinquent Girl" by Mabel

Elliott (field work by Florence Fitzherbert) made available the results of an earlier study of girls who had previously been wards of Sleighton Farm. "In Place of a Parent," by Mrs. Blanche Paget is a handbook on the elements of foster home work. The production of this pamphlet was the result of the helpful cooperation of a committee organized under the leadership of the Child Welfare Division of the Public Charities Association. Both of these pamphlets have attracted wide attention, as evidenced by requests for them received from numerous states.

Additional publications included "Children Under Supervision of Pennsylvania Child Caring Organizations" (a report of the 1928 population census) and "An Institution's New Plan of Work"; revisions of "Rules, Regulations and Minimum Standards for Boarding Houses for Infants"; "Directory of Children's Institutions and Child Caring Societies"; "Care of Juvenile Delinquents in Pennsylvania"; "Child Care in Institutions" and "Standards of Care in Day Nurseries." "The Significance of Children's Records", "A Health Program for Institutions", and "Some Undesirable Habits and Suggestions as to Treatment" were reprinted.

Items of current interest have been brought to child welfare workers in 12 issues of a little mimeographed two-page bulletin, "Hello Central".

In addition to issuing its own publications, the Bureau has served as a distributing center for a variety of pamphlet and bulletin material on phases of child welfare. Begun as rather a side issue, this activity has grown to be recognized as a definite service, as indicated by the fact that during a typical month 212 pamphlets were distributed in response to special inquiries.

A collection of sample case-records has been enlarged and many of these records have been borrowed by organizations interested in studying the technique of record keeping. The free distribution of child's history and physical record blanks has continued and these forms are increasingly used throughout the State.

The Bureau is constantly rendering a variety of specialized services in this field of general education. Detailed studies of certain individual organizations considering a modification of program have been made at the request of these organizations. Consultations have been held with local federations or denominational leaders regarding general social policies and attempts have been made to aid certain communities toward fuller development of their resources for the care of children. Architects have consulted the Bureau about institutions plans and individual social workers have asked for advice concerning their professional problems. The Bureau has acted as a forwarding agent for out-of-State case-work inquiries. Roundtable leadership,

committee cooperation, and speakers for meetings have been provided. During the biennium Bureau staff members have filled eighty-six speaking engagements.

A regular feature of the Bureau program has been the annual population census, already mentioned, of children under the supervision of Pennsylvania child caring organizations on May thirty-first of each year. In 1928 the Bureau had the helpful cooperation of the Bureau of Social Statistics of the Public Charities Association and the publication of the data gathered, with comments as to their significance, marked a definite milestone in the dissemination of social information. This work is now being directed by the Division of Statistics of the Department of Welfare.

GROWTH OF COOPERATION WITH OTHER GROUPS

Perhaps the most outstanding feature of the biennium in the work of the Bureau of Children has been the growth of cooperation with other groups in a wide variety of activities. The importance of close team-work between public and private agencies has always been appreciated but an increasing integration of service has been significant.

During the winter of 1928-29 three important Advisory Conferences of some of the child welfare leaders throughout the State were called by the Bureau in an attempt to study its own work and to develop its service more adequately. At these conferences discussion centered on ways of strengthening the Bureau's program of service and resulted in definite clarification of its plans and policies.

Another important developments in this growth of cooperation has been the "Liaison Conference." This bring together several times a year representatives of some of the public and private organizations concerned with State-wide programs affecting child welfare. The discussions, which focus on problems of common interest, have been marked by a frankness and informality that is only possible where there is complete mutual confidence.

The friendliest relationship has existed between the Child Welfare Division of the Public Charities Association and the Bureau. Cooperation has already been mentioned in the production of the pamphlet, "In Place of a Parent" and in the compiling of the 1928 census figures. Members of the Bureau staff have participated in the "Ten Year Program of Child Welfare" being developed under the leadership of the Child Welfare Division by drafting two sections of the the original text of the program and by representation on five of the committees.

The help of local representatives of both public and private organizations in improving the procedure of licensing infant boarding homes

has already been mentioned as has the Bureau's cooperation in the Pittsburgh Child Welfare Study.

The Director of the Bureau was chosen president of the 1930 State Conference on Social Welfare and the Assistant Director has served as chairman of the Institute's Committee of the Conference during both years of the biennium. The Director has also served as Welfare Advisor of the Pennsylvania League of Women Voters.

Of national significance has been the Director's participation in two committees of the Child Welfare League of America as well as on the executive board of the League, and a staff member's service on a Committee on Standards of the National Federation of Day Nurseries. The most important national recognition, however, came when, at the request of the White House Conference on Child Health and Protection, the Director of the Bureau was released for ten months' service as secretary of a sub-section of this Conference.

CONCLUSION

A long view ahead in Pennsylvania child welfare suggests a number of desirable developments. Many of these are being clarified in the "Ten Year Program" to which reference has already been made. It seems appropriate to consider now only several matters of immediate concern that the Bureau of Children faces at the close of the biennium.

1. *Unlicensed boarding homes.* There are in the Bureau files records of over five hundred potential boarding homes for children over three years of age and, therefore, not subject to the Infant Boarding Home Law. Many of these homes, without doubt, are inactive. Others are being used by agencies of recognized standards. There remain, however, many independent, unsupervised boarding homes for children, about which little is known. Certain instances of flagrant neglect discovered in the past indicate that this matter should have the early attention of the Bureau. The possibility of increasing the licensing of private boarding homes to include all those receiving children under school age has been suggested as a means of control of this situation. It is a question which requires further study.

2. *Imported Children.* Although 13 out-of-state organizations have bonds filed with the Department of Welfare covering placements in Pennsylvania foster homes, the continual discovery of out-of-state placements for which no bond has been filed emphasizes the need for more active administration of the importation law.

3. *Children in almshouses.* The fact that a large number of children each year may still be found in almshouses indicates the need for redoubled efforts on the part of both public and private agencies in the development of alternative resources for child care in a number of

counties. Use of the almshouse for care of dependent children should be rapidly abandoned.

4. *Negro children.* The interest already awakened in the needs of Negro children should be further stimulated to provide more adequate facilities for this group.

5. *Incorporation requirements.* There is too frequently a lack of adequate planning and coordination of new ventures. A legislative provision is needed that would make incorporation of specific activities obligatory, with strict requirements as to standards of service and with consideration of the needs of the community. This provision should include a clause requiring the approval of the Department of Welfare. This would be a direct contribution to better social planning. Experience in other states shows that controlling the "source of supply" protects communities from the extravagance of unneeded organizations. A provision of this sort should help to divert funds and interest towards neglected fields of endeavor.

6. *Community organization.* A keener realization of local responsibility together with better community organization for family and child welfare is needed. Where adequate care is given to families, unnecessary separation of children from their homes, because of poverty, may be avoided. In many counties these facilities are almost entirely lacking. Some counties which have lost in population and wealth are faced with the problem of lack of public or private funds to provide this care. As in the field of education, so also in the field of social welfare, some system of state equalization of funds may be an eventual solution.

After all, child welfare cannot be put into a water-tight compartment. Everything that contributes to the total well-being of society has a direct bearing upon this question. It is appropriate, therefore, to recognize the relation of such matters as adequate facilities for education and recreation, positive health, proper feeding, good housing, stabilized employment, as factors which are fundamental to the welfare of children.

It is gratifying to know that the White House Conference on Child Health and Protection is seeing these larger aspects of the problem. The Pennsylvania Bureau of Children looks forward with eagerness to the national leadership which a conference of this sort may bring to the whole field of child welfare.

THE MOTHERS' ASSISTANCE FUND

I. History and Purpose

The purpose of the Mothers' Assistance Fund as expressed by the "White House Conference" in 1909 has been reiterated again and again until it has become accepted as the basis upon which is founded the whole of the Mothers' Aid movement. Perhaps no other utterance more concisely and effectively voices the principle back of all Mothers' Aid laws and it is felt the familiar quotation will bear repeating here.

"Home life is the highest and finest product of civilization. It is the great molding force of mind and of character. Children should not be deprived of it except for urgent and compelling reasons. Children of parents of worthy character, suffering from temporary misfortune, and children of reasonably efficient and deserving mothers who are without the support of the normal breadwinner, should, as a rule, be kept with their parents, such aid being given as may be necessary to maintain suitable homes for the rearing of the children."

The first two Mothers' Aid laws followed closely upon the heels of the White House Conference, in 1911 in Missouri and Illinois. Our own Pennsylvania Act was passed two years later, in 1913, with those of 17 other states. A total of 44 states, the provinces of Alaska and Hawaii and the District of Columbia now have laws, varying in their requirements for eligibility and methods of administration, but making some provision for aid in their own homes to certain classes of dependent children.

During the 19 years of its existence in this country, Mothers' Aid, especially in those states where it is administered on a constructive basis, has proved its value not only in that it is the most economical way of caring for the dependent child, but in the quality of the care and training made possible for the child in his own home with his own mother through a plan of administration such as we have in Pennsylvania. What it means to the family is expressed in a letter written by a mother receiving aid from the Mothers' Assistance Fund in a Pennsylvania county when she had read in a local newspaper an article which she interpreted to mean a possible discontinuance of the Fund in her county. The letter follows:

Edgeville, Pa.

Dear Friend Mrs. Smith,

I thought I would write you a few lines to let you know that we are all well hoping you are the same. I see in the paper where

they are trying to stop this "mothers' pension" and if they do it will make it hard on all of us poor mothers. Do you think they will succeed if you do let me know so I can try to make arrangements for I will not part with my children if I have to feed them on bread and water as I love them dearly and I believe that all other mothers are the same. Simon and Josephine will be able to help me in a couple of years. They do what they can to help me now. I have been worrying ever since I heard it for fear they will stop it and I don't know what all the mothers and children will do if they do and I and the children are getting along so nicely now thank God and you for it. I have a lady friend in Blockville who helps me out all she can, she sends quite a few coats and things for the children. Don't you think they are getting along cheaper by paying the pension to the mother than to pay for the children's care in other places. I was figuring up the other night and it would cost just \$48 for 4 weeks to board and lodge all my children which I am only getting \$40 and am thankful and getting along nicely. Then you see they would have to buy clothes and shoes for them besides. Which I look out for all my children myself and they are dressed as good as any child at school. Please excuse me for writing this but I am so worried that I would like you to please let me know what you think about it.

Your friend,

MRS. PRECTOR.

II. The Pennsylvania Law and its Interpretation

Only two types of dependent families are eligible for assistance in Pennsylvania—the family in which the father is dead and that in which the father requires indefinite care in a hospital for the mentally ill. Children aided in other states include those of the father who has deserted, is in a penal institution, is totally incapacitated, or divorced from their mother, etc. Some few allow aid to any dependent child in the care of his parents or of someone else standing in loco parentis.

Other requirements of the law are as follows:

A mother must have been a "resident, continuously, of the state for a period of two years, and of the county in which she applies for assistance for a period of one year."

She must be poor and dependent, and of proved character and ability. The clause "poor and dependent" has been interpreted to allow the family not more than \$400.00 in cash and a maximum of \$1,500.00 equity in property. Much thought is now being given to a change in the property limitation in order that

greater elasticity may be granted to the trustees in determining the suitability of the home to the needs of each individual family.

The mother, to qualify, must have children under 16 years of age for whom she is maintaining a home.

The grant is limited to \$20.00 per month for the first child and \$10.00 per month for each additional child, including the unborn child, if the mother has one or more children which entitle her to the benefits of the Act. Aid may be continued to each child until he reaches the age of 16, or receives a full time working certificate between the ages of 14 and 16.

Children of proper age and physical ability must be in school with a satisfactory record of attendance.

III. Administration in the Counties

While not so broad in its scope as are the laws of some other states, the Pennsylvania law is considered by authorities on Mothers' Aid and the care of dependent children, to be one of the most effective in the possibilities it offers for constructive administration.

A. The Board of Trustees

The makers of the Pennsylvania law wisely placed the administration of the fund in the counties in the hands of unpaid boards of trustees, appointed by the Governor. The Mothers' Assistance Fund Board consists of seven women, appointed at the time of its creation to serve as follows: two trustees for a period of two years each; two for four years each; three for six years each. All subsequent appointments or reappointments, except appointments to fill unexpired terms are for six year terms of office. When a county accepts the provisions of the law, it is a part of the responsibility of the State Supervisor to "assist the County Commissioners with the organization of the board of trustees." Thus the opportunity is given to the State office of explaining to the Commissioners the type of woman who is best fitted to assume the duties of Mothers' Assistance Fund trusteeship and frequently to help with the selection of the first board. The following policy has been adopted as a method of procedure when vacancies occur on the board. The recommendation is made to the Governor by the board of trustees, either for the reappointment of the member whose term has expired or for someone else to take her place or to fill a vacancy caused by the death of a trustee, her removal from the county, or her resignation, as the case may be. The recommendation of the board is endorsed by the County Commissioners and approved by the Secretary of Welfare after consultation with the

board as to the qualifications of the person recommended. The prerequisites to good trusteeship as defined for the boards are: mental capacity, an open mind, a social consciousness, a vital interest in and a love for people. Other considerations are county representation, geographically and in community interests.

The trustees of the Mothers' Assistance Fund form the backbone of the Pennsylvania system of administration. In some of the smaller, more rural counties, they do all of the actual work relative to the administration of the fund, including the making of investigations, and the supervision of families taken on the payroll. In all counties they are the educational force, interpreting the working of the fund to the community, furnishing the data necessary for administration of the fund on a state-wide basis, assisting in the formulation of policies and at times uniting to present the needs in Mothers' Assistance to the General Assembly and to the public represented by its legislators.

B. Methods of Administration

1. The Investigation

Before a family is placed upon the payroll, a definite systematic procedure is necessary. The mother makes application either personally, through an interested individual, or by letter. The board or its representative determines the mother's technical eligibility to be considered for a grant. Unfortunately, she must then have her name placed upon the waiting list until such time as funds become available and her turn for consideration has been reached. Before the grant is given, a fuller investigation is made, the purpose of which is to learn whether or not the family actually needs aid, the capacity of the relatives to help and other resources available and the amount of financial assistance required; the mother's physical condition and ability to give normal home care and training to her children; the health and other needs of the children, and the possibilities for development within the family. If the family has sufficient resources to meet its need, or if the investigation leads to the conclusion that the best interests of the children will not be served by helping to keep the home together, the family may be dismissed. If aid is granted, the mother's name is entered upon the state and county payrolls and she begins the following month to receive two checks monthly, one from the state and one from the county treasury, each for one half of the total amount of the grant. Should the need be urgent, every effort is made to help the mother secure relief from some other source, pending investigation and her receipt of the grant.

2. The amount of the grant

Each trustee and each county worker is furnished by the state office with a budget schedule covering such items as may be determined upon a standard basis,—such as food, clothing, household furnishings. The budget schedule has been prepared scientifically by trained dietitians and economic specialists, the food allowance for adults and for children, varying in amounts in accordance with an age scale, and based upon the minimum requirements in calories and nutritive value for children of the ages specified. Other items have been developed by similar means, based upon actual cost per article.

In most counties the amount of the grant is determined by the budget needs of the individual family. The budget is made up of the various items which represent so nearly as can be predetermined, the family needs. Amounts required for food, clothing and household furnishings are indicated by the standard schedule. The actual amount of rental being paid, or a higher allowance if the house in which the family is living is felt to be unsuitable, or a lower figure in case the family seems to be paying more than the amount required to provide a suitable dwelling—constitutes the allowance for rent. If the family owns or is buying its home the actual expense of upkeep is allowed. The cost of fuel is calculated in accordance with the size of the family, heating plant and cost prevailing in the community in which the family is living. In this way, item by item, the family budget is figured. Presumably the amount of the grant from the Mothers' Assistance Fund should be the deficit between total family income from all legitimate sources which are in conformity with the welfare of the individual members, and the family budget. However, the amount of the grant may not be more than the maximum allowed by law and, therefore, a portion of the families are living on incomes below their budget needs, even though the aim is to grant aid in accordance with the need.

3. Supervision

A careful investigation generally furnishes complete understanding of the family's needs and assets such as may be analyzed into two sets of factors: problems which stand in the way of normal development; possibilities for growth and satisfactory expression of the individual's needs and capacities. In many of the counties supervision follows the general plan of endeavoring to overcome the problems that stand in the way of full development in the family and in the individual, while at the same time

helping the mother and child to find the opportunity for expression, mentally, physically and emotionally, in accordance with her or his capacity.

Family supervision of so highly specialized a character is, of course, not possible in all counties. The quality of service accorded Mothers' Assistance Fund beneficiaries depends upon several factors among which are: the fund available for administration, the enlightenment of the community itself, the resources available in the county. A program of constructive health supervision presupposes adequate clinical service and other health resources accessible to all parts of the county. Health resources in Pennsylvania are adequate in most counties. Organization to meet the social needs of the individual is frequently lacking. Adjustment of children in suitable vocations often depends upon expert vocational guidance, a service which is available in few counties. The administrative allowance for Mothers' Assistance is sufficient to pay for the service of at least one expert family case worker on full time in only 23 of the 57 organized counties.

There is, however, a minimum standard of service which may be approximated by all Mothers' Assistance Fund boards in Pennsylvania and below which few fall. It includes close personal contact with the family and the building up of a relationship of mutual trust, confidence and co-operation on the part of the family and the trustee; a safeguarding of the health of mother and children through routine, or at least initial physical examinations, the necessary treatment for ill health, and correction of such physical defects as are amenable to correction; careful attention to the school progress of the children; supervision of home care and diet through visitation, helpful advice and the use of the household account summaries.

The type of neighborly service which is possible in a rural county in which the trustees, themselves, do all of the family work and the relationship that develops between trustee and family, is illustrated by the following excerpt from a letter recently received from a trustee by a member of the staff of the state office:

"Mrs. B. and I have just recently saved a woman who applied for assistance from being gulled by oil promoters and last fall we made Mrs. R. K. very happy by building two rooms to her two roomed house. There were nine of them sleeping in one room. We found the carpenters to donate their labor and got Mr. B. to donate half the material and a neighbor of hers donated half the rough lumber and Mrs. R. K. paid each dealer in

monthly payments. Then I told my friends of their condition and much clothing, blankets, etc., was given to them. We brought the mother to a dentist and took the boy to the hospital for tonsillectomy. Oh! if we could only have more money, we could do so much more for our families. Our Mrs. T. at S. took a business course at night and is now employed by the C. T. people. She likes it much better than the store. I could write on and on but hope you can visit us and we will tell you the rest."

C. Expert Family Service

The Mothers' Assistance Fund law makes permissible the employment by boards of trustees of trained family case workers. In 17 of the 23 counties having at least one full time executive secretary, one or more members of the staff have had training and experience which qualify them for membership in the American Association of Social Workers.

In none of the remaining 34 counties is the administrative allowance sufficient to employ paid service for more than three-fourths time. Two of those counties have combined to employ a trained worker on full time working two weeks alternately in each county. Six counties are employing local women, carefully selected, all of whom have taken summer courses in case work or have attended institutes in connection with the State Conference on Social Work. In three other counties, the board has joined with another agency in the community sharing a worker who is giving full time to the two agencies. Five counties have itinerant service, described later. This leaves 18 counties in which there is no paid family service. In three of these the boards pay for some clerical help.

The law does not give to the state office the power of approval of county workers. The relationship between state office and the county board has always been such, however, that generally the board consults the State Supervisor when the step of employing a worker is contemplated and the choice is a mutual one.

It has always been felt that the Pennsylvania Mothers' Assistance Fund law is ideal in the plan of administration it provides: the lay board with its educational interpretative value, the possibility for expert family service, and the assurance of uniform standards through a central office.

V. The State Office and its Relation to the Boards

The state office was created by the legislature in 1915 through an amendment to the Mothers' Assistance Fund law. Its creation

was brought about largely through the desire of the boards of trustees who felt the need for a central agency for the purpose of unification of policies, interpretation of eligibility and leadership on a state-wide basis. In states which do not have such a central office, the tendency has been towards a rather extensive variety of administrative policies and methods and even a lack of uniformity in the interpretation of the laws in the different counties. In a number of such states, interested individuals and agencies have for some time past been endeavoring to build up public interest in the establishment of state supervision. In Pennsylvania, through the fact that state supervision came early in the history of the movement and was brought about through a realization on the part of the trustees, themselves, of the need for such leadership, there has developed a splendid relationship between the boards and the state office.

The duties and powers of the State Supervisor are defined in the law as follows:

“The State Supervisor shall have general supervision over the boards of trustees of the several counties, and shall act as general field organizer. She shall be on the staff of the Department of Welfare.

“The State Supervisor shall formulate and issue, to the Boards of Trustees of the various counties, rules of procedure by which they shall be governed, to the end that uniformity of interpretation and practice shall obtain throughout the Commonwealth. She shall visit, at least twice each year, the Boards of Trustees of each county accepting the provisions of this act.

“She shall, as general field organizer, visit the county commissioners of those counties which have not availed themselves of the provisions of this act, and shall explain to such commissioners the benefits accruing from the act and the advantages of coming within its provisions, and shall assist such county commissioners in the organization of Boards of Trustees.”

It has been the aim of the state office to so interpret the purpose of the law that the fund may be administered uniformly to the end that mothers living in the various counties may receive like consideration and so far as is possible similar service. It is, of course, out of the question to expect that a mother living in a small rural county which does not possess even one trained social or health worker should receive the same type of service as would be available if she lived in a large urban county, highly organized for social and health work. It has been possible, however, to adopt certain minimum standards of supervision which may be applied

in all counties. Something has been accomplished through the development and issuing to the boards of certain standardized forms for the gathering of information as a part of the investigation, something also has been gained in the formulation of uniform policies and methods of administration. For instance, owing to the long waiting lists, it has been necessary to decide upon some method of considering applications for assistance in the counties. The policy of giving consideration to mothers in the order of application, as being fair, impersonal and a means of protection for such mothers as do not have influential friends to press their cases, has been suggested by the state office and adopted in the majority of the counties. In not allowing aid to the mother who is receiving Workmen's Compensation for the death of her husband through an industrial accident, it is felt that the responsibility is being placed where it rightly belongs—upon industry rather than public funds.

Another policy advocated by the state office,—the practice of having physical examinations of mothers and children before the grant is made, has become general throughout the state and the trustees in many counties may point with pride to the splendid health work they have been able to do through this medium.

The keeping of household accounts by beneficiaries is also rather generally required by the boards. This practice is felt to be extremely helpful in the supervision of nutrition in the home and as a means of assurance that the fund is being spent wisely and to the best advantage. Blanks for this purpose are furnished by the state office.

The adoption of a policy affecting administration is not something imposed upon the boards by the state office. It is generally arrived at through a mutual feeling upon the part of the majority of the boards and the State Supervisor, that such a measure is advisable and would react to the benefit of the greatest number. Although the leadership comes from the central office suggestions made by boards and individual trustees are always given consideration and are frequently of great value since they represent the thinking of the group engaged in local administration and are the outgrowth of practical experience. Policies and state rulings involving an interpretation of the law are generally developed in conjunction with the Department of Justice.

In addition to such general policies as described above, it is a part of the function of the State Supervisor to interpret the law regarding eligibility as applied to individual cases, either personally, or when it seems necessary, through consultation with the Department of Justice. All grants pass through the state office.

The board submits a face card giving the essential facts of the family make-up, financial situation, etc., and in addition either a descriptive summary or a complete copy of the detailed investigation depending upon the board's equipment in staff. Grants are approved or disapproved on the basis of technical eligibility. However, the history and description of the family frequently gives an opportunity as well for suggestions in the way of treatment where problems are indicated which appear not to be included in the plan for the family.

A brief but comprehensive pamphlet, the Manual of the Mothers' Assistance Fund, has been prepared under the direction of the State Supervisor and issued by the Department of Welfare as Bulletin No. 1. It contains a detailed description of the methods of procedure in local administration, including the making of investigations, family supervision, policies, families eligible, and some general information for the use of trustees. A copy of the Manual with a set of forms and other material is sent to each trustee immediately after her appointment. Circular letters containing policies or information of general interest to the trustees are issued from time to time.

While correspondence is a big factor in state supervision, the fine spirit of team work between the trustees and the Department of Welfare has been maintained largely through personal contacts with the boards. The law specifies as a part of the duties of the State Supervisor that "she shall visit, at least twice each year, the boards of trustees of each county accepting the provisions of this act." It has always been the feeling of the state office that these contacts should not be mere perfunctory visits of "inspection," but that the purpose back of them should be to establish a sense of mutual responsibility in the administration of the fund; to build up a relationship which will make possible a gradual increase of understanding and acceptance in the local communities of the best that present day thought has to offer in the way of child care; on the other hand to enlarge the understanding on the part of the Department, of local problems and situations to the end that the contributions made by the trustees and the Department, working together, may approach a maximum of effective service to the state's dependent, fatherless children.

In January, 1928, the plan of providing itinerant service to some of the rural counties was consummated. The itinerant worker is available for service in such counties as have administration money sufficient to employ a trained worker for periods of from one to three months, but not adequate for full time service. Her

salary and expenses while in the county are paid by the board of trustees from the administration fund, but she works under the direction of the state office, preparing such reports as are made by other members of the state staff. So valuable have been her services to the trustees in the counties trying out the plan that her time is entirely taken up by five counties. A trustee on one board writes as follows:

“I want to tell you how glad we were to have Miss with us. It would be impossible for me to describe the vast amount of work she did during the short time she was in our county. Would it be possible to have her every year for two months—March and April—in the spring, and the month of October in the fall. We want her to return in October but would like to feel sure that she will return to us every year at the same time. I do not see how we can ever get along without her.”

Since the plan has been so successful, it is possible if enough other boards feel inclined to try out a similar arrangement, another such itinerant worker may be secured.

V. The Fund, its Allocation, and Counties Benefiting

The appropriation for the Mothers' Assistance Fund is made by the state legislature for the biennial period. A small sum, being the minimum amount necessary for organization, is set aside for the unorganized counties and is available for such counties as signify their intention to take advantage of the provisions of the law. After this sum, and the amount necessary for the expenses of the state office, have been deducted from the appropriation, the balance is divided among the organized counties, each county receiving its share in accordance with a budget prepared from figures submitted monthly by the boards of trustees to the State Supervisor. The individual county budget is calculated from the average grant per family prevailing in the county over the period of a year, the number of eligible families to be provided for in the county and the allowance for administration which is fixed by law.

The first state appropriation was \$200,000.00. The figure has grown slowly, biennium by biennium, the present appropriation being \$2,750,000.00. In order for a county to receive its share of the state appropriation, the county commissioners are required to match the state allocation to it, dollar for dollar. Fifty-seven counties have organized under the Mothers' Assistance Fund law. The ten which have not yet come within the fold are small rural counties representing less than two per cent. of the state population. An opportunity to receive its share of the appropriation is given

each biennium to each county which has not yet taken advantage of the law. The unorganized counties are:

Cameron	Elk	Forest
Fulton	Mifflin	Perry
Sullivan	Wayne	Wyoming
	Pike	

VI. Needs Not Being Met

A. The Maximum Grant

The maximum amount allowed per family has been increased by law only once since the act was passed in 1913. It has remained the same since 1919, \$20.00 to the first child and \$10.00 to each additional child including the child unborn. Those administering the fund, especially in the larger counties, have long been keenly aware of the inadequacy of this sum to meet the minimum essentials of normal family life in a large majority of families. Various studies of the grant needed have been undertaken and an effort has been made to fix upon a method of changing the maximum which will best meet the situation throughout the state. The three methods for granting a larger family allowance which have been considered are as follows:

1. A higher fixed maximum.
2. The present maximum retained and an auxiliary sum permitted not to exceed \$30.00 per month per family.
3. The amount of the grant to be in conformity with the need of the individual family as determined by a budget based upon a uniform schedule issued by the state office.

The feeling of the trustees regarding the maximum grant has been expressed by a state committee of trustees met to consider a program in the Mothers' Assistance Fund for a ten year period and is in substance as follows:

The need for a higher maximum grant is a pressing one, second only to the pressure of the waiting list. If only one objective in the Mothers' Assistance Fund program can be obtained next biennium, it should be the clearing of the waiting list. However, the need for an amendment to the law to allow a higher family grant must remain in our thoughts as the next big need to be met.

B. Children Not Included in the Provisions of the Mothers' Assistance Fund Law

It is felt very keenly that we cannot continue to close our eyes to the needs of many other children, also the state's future citizens who undoubtedly would benefit by the type of service which the State of Pennsylvania offers through the Mothers' Assistance Fund

and who most certainly have the right, which it is felt belongs to every child, to the advantages of normal home life, but who do not come within the provision of the Mothers' Assistance Fund law. It is possible that we shall not in the near future extend the scope of our present act to include these other types of needy children. There is a rather general feeling that our first obligation is to adequately care for all families now eligible under the law. However, the Mothers' Assistance system of home care for its dependent, fatherless children points the way for similar service to other families which should be kept together and given every opportunity for the development of their individual members into useful citizens.

Present thinking in Pennsylvania seems to be towards the evolution of county boards functioning similarly to the boards of Mothers' Assistance Fund trustees, which would be qualified to give constructive service to other families not now eligible to the benefits of the Mothers' Assistance Fund law.

C. The Waiting List and an Adequate Appropriation

The present appropriation is, according to very careful calculation, adequate to care for 68.92% of the families eligible under the law. The appropriation needed to provide for all of the families who qualify for assistance is computed as \$4,115,937.97. Such families in every county as cannot be cared for because of lack of funds at the time of application must wait until their turns are reached on the waiting list.

The question is often asked, "What happens to the waiting list family during the period elapsing between the date of application and the date of consideration when its turn on the waiting list has been reached?" A member of the state staff happened to be in a county Mothers' Assistance Fund office some time ago when a mother came in to inquire about her turn on the waiting list. She was a foreign mother who had applied several months previously. She had in her arms a year old baby and two other children, both under school age, clung to her skirts. They were pale, thin, frightened, little things. The family had walked from a neighboring town about a mile distant. They had walked because the mother had no money for car fare. Her rent was in arrears several months and the landlord was allowing it to run because he could not conscientiously evict a destitute widow with three small children. The \$10.00 grocery order which the family was granted monthly by the Overseers of the Poor bought little more than flour for bread and coffee to drink. The mother had looked for work but there was no one with whom to leave the chil-

dren and the women in her neighborhood did their own housework. One of the men working in an adjacent office, passing the door was attracted by the picture of the forlorn group and stepped in. He left quietly and returned a few minutes later with some bills which he pressed into the woman's hands, having made a collection among his fellow employees. He later said to the Field Representative, "You know, I couldn't stand to see anything like that,—I have children of my own." The mother left with tears of gratitude in her eyes. But the donation given by a few kind hearted men because their sympathies were touched would last but a few days and there was a waiting list in that county of over a year which meant the family must get along in some way for six months longer. What could the board of trustees do to make things easier during the waiting period? Very little. The staff is overburdened with a heavy caseload of mothers on the payroll for whom the trustees have already assumed responsibility. There is no time available to look up resources for the one hundred or more families on the waiting list, many of whom are in circumstances as destitute as the condition of the mother and three children described above. The Overseers of the Poor might be induced to increase the grocery order, but \$10.00 is the amount allowed in that district and they, too, have many calls from families not eligible to help from the Mothers' Assistance Fund—families in which the father is out of work or ill, or perhaps has become discouraged and decided to desert his dependents and leave the responsibility upon the shoulders of someone else. These problems come naturally within the province of those administering outdoor relief. For the widow and her children the State of Pennsylvania has assumed responsibility, but the State is meeting its responsibility only 68.92%. It is because of this condition that the trustees have decided that their chief and foremost objective shall be an effort to induce the state, through its legislative body, to make an appropriation sufficient to fulfill its responsibility 100%. This sum, as previously indicated is \$4,115,937.97. In this effort of 399 trustees, who are administering the fund throughout the state, to make it possible to provide home care and training for all children eligible under the Mothers' Assistance Fund law, the interest of every citizen is needed.

ORTHOPAEDIC UNIT

The Orthopaedic Unit in the Department of Welfare, which was launched by the Bureau of Children in 1926, received its own appropriation of \$55,000 for the biennium of 1927-29 and \$54,000 for 1929-31, has developed beyond all expectations.

STATE AIDED CENTERS

Through the appropriation of 1927-29 it was possible to meet the increasing number of applications for new State-aided centers and a greater number of clinics throughout the State. The number of State aided centers had doubled and reached the maximum of twenty centers by May 31st, 1929.

LOCATION OF CENTERS

Fourteen of the present nineteen State-aided centers have county organizations and are located in Bradford (Towanda), Carbon (Palmerston), Clearfield-Center Counties (Philipsburg), Fayette (Uniontown), Indiana, Lebanon, Monroe (Stroudsburg), Schuylkill (Pottsville and Ashland), Somerset, Tioga, (Wellsboro), Tri-County (Dauphin, Perry and Cumberland Counties) (Harrisburg), Venango (Oil City), Warren and Washington Counties. The remaining four State-aided centers are Butler, Geisinger Memorial Hospital (Danville), Hazleton and Vicinity and Lock Haven.

CLINICS

The type of clinics varies in different centers after the initial clinic, which is purely diagnostic. These clinics have been rather spectacular, owing to the large number of new cases examined, many having been located through surveys and coming from remote rural communities. Succeeding clinics include not only the examination of new cases but also the re-examination of old cases and in the majority of centers part of the day is devoted to operative work in the local hospital. Four centers devote a whole day to the examination of new cases and the re-examination of old cases twice a year and send the cases for operation and treatment throughout the year to their operative centers and dispensaries in the cities—Butler and Somerset to Pittsburgh hospitals, Bradford and Tioga Counties to the Robert Packer Hospital, Sayre.

Owing to the assistance rendered by the State the frequency of the clinics was markedly increased in 1928-29. Several centers were enabled to hold monthly clinics for ten months of the year. One center

held clinics every six weeks with a follow up clinic by the orthopaedic surgeon three weeks later. Others varied from ten to four clinics a year, and one center manages to handle their crippled children's work with two combination clinics yearly, sending difficult operative cases to the same surgeon in the city and taking brace cases to a nearby brace clinic monthly.

The allocation to each center during this biennium was used for surgeons' fees, braces, X-rays, clerical assistance and other clinical expense.

Owing to a lack of an increase in appropriation for the biennium of 1929-31 it was necessary to reduce the amount of financial assistance to these twenty centers. It was therefore decided to divide equally among the centers the amount budgeted for surgeons' fees and clinical expense. This provided State aid for two clinics a year for each center and a small amount for all clinical expense except apparatus. One center withdrew, making a total of nineteen centers for the present year.

STATISTICS

The following table of statistics shows the number of State-aided and non-State-aided clinics held during the past two years and the total number of cases examined, re-examined and operated upon during that period:

TABLE OF STATISTICS FOR 1928-30 IN STATE-AIDED CENTERS

Number of State-Aided Clinics	145	
Number of Non-State-aided Clinics	85	
		230
New cases examined	2776	
Old cases re-examined	5842	
Number of operations	762	

STAFF

The rapid growth of the work in 1928 and 1929 made it necessary to add another worker to the staff December first, 1928. The staff now consists of three field representatives, one in eastern, one in western and one in northern central sections of the State, and a supervisor and secretary-stenographer at headquarters in Harrisburg.

FUNCTIONS OF THE STAFF

Members of the staff have helped to plan the crippled children's program, with individuals and groups in communities where State-aided centers are located.

Have attended State-aided clinics in their respective centers.

Have planned for individual cases and helped to stimulate a permanent follow up service.

Have helped to develop, encourage and assist in the keeping of adequate individual records and statistical data in all centers.

INDIVIDUAL CASES

In some cases work for the individual child includes the urging of attendance at clinics and having the orthopaedic surgeon's instructions carried out, also encouraging hospitalization. In other cases the members of the staff have helped to arrange for institutional care in hospital schools or hospital homes. Institutional care is often necessary for the child who is too helpless to walk any distance to school, for the child who is unable to obtain the services of an orthopaedic surgeon and receive an academic and vocational education, and for the child whose home conditions are unsatisfactory.

FOLLOW UP CARE

At the present time Venango and Schuylkill Counties each have a full time worker while Butler, Clearfield-Center, Warren and Carbon Counties have a part time worker, all six of whom are registered nurses. The remaining thirteen counties have the follow up care given by organizations carrying a nursing service, such as the Red Cross, Visiting Nurse Societies, School Nurses, Public Health organizations and others. More and more local organizations for crippled children are realizing the necessity of having at least a part time qualified worker for the crippled children's work.

INSTITUTIONS FOR CRIPPLED CHILDREN

The eight institutions for resident crippled children were visited. The majority of these institutions are having a more careful social investigation of home conditions and local resources made before admission. A more definite plan for the child's future is also being made before discharge.

STATISTICAL REPORT OF INSTITUTIONS FOR CRIPPLED CHILDREN IN PENNSYLVANIA 1929-30

	<i>Boys</i>	<i>Girls</i>	<i>Total</i>
Good Shepherd Home, Allentown	47	16	63
Home of the Merciful Saviour, Philadelphia	27	35	62
House of St. Michael and All Angels, Philadelphia, 13 Babies	11	12	36
*Industrial Home for Crippled Children, Pittsburgh	36	37	73

	<i>Boys</i>	<i>Girls</i>	<i>Total</i>
St. Edmond's Home for Crippled Children, Philadelphia	23	21	44
Sewickley Fresh Air Home for Convalescent and Crippled Children, Fair Oaks, Pa.	29	13	42
D. T. Watson Home for Crippled Children, Leetsdale, Pa.		34	34
Widener Memorial Industrial School for Crippled Children, Philadelphia	55	22	77
*Receives State aid, 13 Babies	228	190	431

EDUCATIONAL ACTIVITIES

During the past two years the Orthopaedic Unit has been represented at various international, state, county and local conferences relating to crippled children. Two institutes were attended by members of the staff. Addresses in the interest of crippled children have been given before various organizations such as local societies for crippled children, women's clubs, visiting nurse societies, students of the Pennsylvania School of Social and Health Work and the 1930 Nurses' Institute.

DEVELOPMENT OF PROGRAM

The number of cripples brought to the clinic for the first examination, the number of re-examinations of old cases, operations and treatments, and the number of long time orthopaedic cases very definitely demonstrates that we have but just made a beginning. The reports also demonstrate that the combined efforts of public and private agencies and individuals will be needed to help find, correct, educate (academically and vocationally) and find employment for the cripple who, unless aided, later may become a burden to himself and a liability to his family or the State.

Provision for the correction of the cripple is available but there is still a group of crippled children not provided for who need continued academic and vocational training, namely, the cripples between the ages of twelve and twenty-one, who are too old for admission to institutions for crippled children (twelve years of age being the average limit).

Another group not provided for are the "spastic cripples" of average mentality, who are excluded from the institutions for crippled children because of the limited capacity of these eight institutions and the nature of their handicap. Many believe that they should be segregated in a separate building, if not institution, with special instructors.

If the program planned to find, correct and educate the cripple in the most isolated hamlet of the State is to be continued, it will be necessary to have an increased appropriation for the next biennium to assist the local organizations carrying on the work.

With international, national, state and local private and public agencies studying the needs of the mentally and physically handicapped, it would seem that adequate provision for these groups must be provided in the not far distant future.

BUREAU OF MENTAL HEALTH

With the completion of the ninth year of the bureau, it is gratifying to note how much of the early program has been accomplished. Some of the original objectives still remain to be attained, however, and numerous others have developed towards which progress is being made or definite drives are on.

SCOPE EVER WIDENING

The field of the bureau, defined in former reports and graphically illustrated in the table of organization on another page, is ever widening in scope, with growing emphasis upon preventive measures. The development of the work of the bureau parallels in many respects that of the mental hygiene movement itself, the birth of which was so recently celebrated. Beginning with institutional surveys through which conditions and needs were ascertained, standards of treatment and care of mental patients were established, policies adopted and institutions, failing to conform, discontinued, so far as possible. Within the first year, a small beginning had also been made in efforts towards prevention and such activities as out-patient clinics were being carried on in a limited way. The clinics, initiated largely by the bureau and developed with the hearty cooperation of the staffs of the institutions for mental patients, have since increased until now there are few sections of the state where such services are not accessible at least occasionally. The field activities have expanded in many other directions and now include routine mental examinations in some of the penal and correctional institutions, investigations of waiting lists to schools for mental defectives, arranging for field supervision of suitable cases, the promotion of occupational therapy, music and allied activities, promotion of educational efforts and informing the public upon questions of mental hygiene through talks, the publication of articles and numerous personal consultations. Later paragraphs of the report will describe in more detail the various field activities.

EDUCATION AND MENTAL HYGIENE

With the present plan of having the department located in a new office building in close proximity to the Department of Public Instruction, it is reasonable to expect still greater cooperation and coordination in the constructive efforts towards prevention in the field of education. This will, it is hoped, ultimately mean systematic and extensive early consideration of the mental health of children as a part of the official educational program and not, as now, largely an outside, rather informal

and occasional diversion. For prevention of mental disorder and the distressing complications of mental defect can only be accomplished by the adoption of such systematic and extensive measures as the routine consideration of children and an energetic program of training and adjustment to life situations. Such has been the course of the mental hygiene movement, the logical direction for the growth of a program for mental health.

INSTITUTIONAL ACTIVITIES

The institutional activities of the bureau constitute both a continued survey of conditions and methods, and a stimulation of higher standards of treatment and care of mental patients of all types in state owned, licensed county and private institutions. During the past biennium, the assistant director and the various field representatives, particularly the one investigating the alien insane, have become more active in this phase of institutional visitation, resulting in more frequent conferences, in regard to conditions and needs, and in more prompt personal interviews with patients asking the aid of the bureau or about whom some special question has arisen. Such visits are often followed by letters to the superintendents and boards, outlining the impressions as to conditions, suggesting ways and means for bringing about improvement and commenting favorably upon creditable features. The field representative investigating the alien insane has had added to his duties a routine check-up on paroles and discharges, and consultations about the details of the various reports required by law in the interests of greater uniformity, for there has been in the past a considerable variation in applying procedures and filing records of the institutions largely due to a difference in the interpretation of terms and regulations.

INSTITUTIONAL EXPANSION PROGRAM

Much thoughtful study has continued to be devoted to the problem of institutional expansion. Not only must each institution be compared with an ideal fully functioning one of its type in order to plan to supply obvious lacks in its physical plant and equipment but there are other factors which have to be seriously considered. What are the trends of population growth in the district from which the institution draws? Should there be a revision of these districts? In view of the more rapid expansion of certain county and district institutions, how will this affect the required growth of the local state owned institutions? How will the departmental policy of complete state care (admittedly difficult to bring about) modify the plans for state owned institutions and the attitude towards the further expansion of certain county or district institutions? What are the most immediately urgent projects

in view of budget limitations? Many of these vital questions are discussed in greater detail elsewhere in this report.

With due regard to such modifying factors, there have been numerous consultations with superintendents and trustees about future developments. Comprehensive plans for the various institutions have been tentatively made; detailed plans for consideration for the next biennium have been agreed upon and in many instances, actual drawings have been submitted by architects and accepted, thus placing the state in a peculiarly favorable strategic position of being prepared for immediate building operations once the funds have been appropriated.

BUILDING PROGRAM STATUS

The past biennium has witnessed a particularly encouraging and extensive building program, the details of which are outlined in a table later on in this report. Outstanding features are the addition to institutions formerly lacking such necessary facilities as modern acute treatment buildings, special tuberculosis hospitals, auditoriums, congregate dining rooms and other service buildings, homes for nurses and other employes, additional dormitory and day accommodations for patients, all tending to relieve overcrowding, increasing the facilities for treatment and training, and making employes more comfortable resulting in reducing disquieting and inefficient turnover. Additional land has been purchased the need for which had long been recognized but which has heretofore been unavailable from a budgetary standpoint.

The unique children's unit at the Allentown State Hospital had already proved indispensable and warrants further expansion by the addition of another building for separation of the sexes and the serious consideration of similar facilities in other mental hospitals. Definite plans involve extensive expansion, especially of Pennhurst, Laurelton, Torrance and Selinsgrove, which received the first patients in 1929. For there is no question as to the need for more rapid expansion of accommodations for mental defectives in the south eastern portion of the state, for women mental defectives of the child bearing age, for the mentally ill in the western portion of the state and for epileptics.

CUMBERLAND VALLEY INSTITUTION

Particularly careful study has been devoted to the problem of the male defective delinquent. The authorization of the Cumberland Valley Institution for mental defectives (male feeble-minded delinquents) was a definite step towards the more adequate treatment of the apparently increasing problem of crime. The need for a special institution where the feeble-minded criminal may be retained longer under supervision and training is quite generally recognized and such facilities have been successfully conducted in other states. The or-

ganization of the Cumberland Valley board of trustees and the selection of an architect have made possible the preparation of detailed plans which have been drawn with the critical advice of authorities in the field of defective delinquency. These plans are ready for immediate application as soon as funds become available and it is hoped that the legislature and budgetary officials will find it possible to make a liberal allowance for this urgently needed institution.

GENERAL INSTITUTIONAL NEEDS

Important as are the building expansion needs of the institutions, questions of personnel must not be neglected. With adequately trained personnel in a sufficient number, effective results may be obtained even if the plant is somewhat antiquated and facilities are not entirely satisfactory. A high type of personnel, however, will not be attracted to the service or retained unless conditions are conducive to a feeling of a reasonable amount of security in position and an assurance of promotion or consideration when higher positions become vacant. While adequate salaries and quarters are undoubtedly essential, yet greater stabilization in the service, particularly in the medical personnel, would result if it were more possible and probable that promotion would result from study, faithful service and preparation for advancement. If more attention were paid to the training of medical officers for higher positions, if there were a system of selection for vacancies from an eligible list established upon a civil service basis, there would be less necessity for seeking candidates from other states. In this connection, the role of state psychiatric hospitals, discussed later on, is quite apropos.

The same is true with other workers. No one doubts that training schools for nurses and attendants are in the interests of the patients' welfare. So far as possible, all mental hospitals should have approved nurses training schools, with general hospital affiliation. Where such schools appear to be impracticable, there should at least be a school for licensed attendants, an outstanding example of which is the extremely successful one conducted by the Harrisburg State Hospital.

In the section on occupational therapy, comment is made upon the training of workers in the mental hospitals. This further illustrates the educational opportunities offered by hospitals, which obviously react favorably on the patients and which could very well be extended.

MENTAL HOSPITAL COMMUNITY SERVICE

Several hospitals are splendid examples of the part they may play as the mental hygiene centers of the communities which they serve. These hospitals through participation in mental clinics, lectures in neighboring colleges and normal schools on mental hygiene, and the

application of hospital facilities and clinical material to the education of local physicians greatly increase their scope of usefulness. All institutions for mental patients will ultimately have to participate in such important activities if they fully appreciate their opportunities and responsibilities.

SOCIAL WORK

While social work has been developed to some extent in the mental hospitals yet this has been in an extremely variable degree and in few places has it been established upon a basis of adequate preparation. Many times workers are inexperienced and poorly prepared, an insufficient number are employed and even where the workers are efficient and qualified, they are apt to be so limited in their opportunities for service that little is accomplished. Social workers are needed as liaison officers between the institution, the home and the patient. They secure essential information about the patient's environment, ascertaining facts that have an important bearing upon treatment, possible return to the community through parole and possible ultimate discharge, assisting in securing employment and in needed modification of environment, and in keeping in touch with the paroled patient until final discharge. The percentage of patients on parole is a fair index of the presence and efficiency of a social service in a mental hospital. In this respect, the situation in Pennsylvania is one of great variation. The average percentage on parole is approximately eight, varying from two to over eighteen. In view of the latter figure, it is believed that much more could be done in the way of finding patients who are suitable for parole and in making satisfactory arrangements, if there were in each institution for mental patients a real social service. This field has been standardized and there are recognized qualifications to which the workers in institutions for mental patients should conform.

ASSISTANT DIRECTOR AND FIELD PSYCHIATRIST

During the period covered by this report the work of the assistant director has increased in amount and has shown several noteworthy developments. The quantitative growth has come about through greater demands for occasional clinics and special clinical examining and also through an increasingly rapid admission rate at the Pennsylvania Industrial Reformatory at Huntingdon and at the Industrial Home for Women at Muncy. At both these institutions each prisoner is given a preliminary psychiatric examination soon after admission and other examinations from time to time as indicated by the first examination or by abnormal conduct or failure to progress along educational or vocational lines in the institution. Failure to adjust and to fit into the group or conflict in group social and occupational activities which

results in disciplinary problems or behavior disorders are other causes for re-examinations. In this way during the biennium while approximately one thousand seven hundred new admissions to these two reformatory institutions were given a first examination, over two hundred detailed reexaminations were made, usually at the request of the superintendent of the institution, making a total of nearly two thousand reformatory examinations during the two years. In addition to this unselected group examinations were made at Sleighton Farm at Glen Mills Schools and at the Pennsylvania Training School at Morganza of groups of children selected by the school authorities at each institution because of inability to compete or to acquire training or because of conduct disorder. The manner of selection of the children in these groups precludes the possibility of utilizing the data obtained in any general statistical study but they form a very interesting comparison to the unselected group of reformatory prisoners and in a measure parallel and are comparable with the data on the reexaminations at Huntingdon and at Muncy. Development of a psychiatric method and a psychiatric viewpoint in institution officials usually results not only in improvement in classification and more suitable grouping of inmates but also in the ability to pick out and suppress individual foci of dissension and dissatisfaction and instigators of trouble in the institution.

Increasing demands have been manifested during the biennium on the part of various courts, probation officers and district attorneys for the examination of prisoners in County jails and detention homes and for the examination of persons detained awaiting trial. This is one of the important developments and shows an impressive and encouraging acceptance of the principles of social work and of mental hygiene on the part of the judiciary and the legal profession. The examination of recidivists or repeaters is a necessary and important work which should be developed since out of this work may come an increased measure of protection for society at large. It must be remembered, however, that the preliminary examination of prisoners in particular and of non-psychotic persons in general requires more experience for correct interpretation of the findings, must be more thorough and detailed, more searching and painstaking and is usually more time-consuming than the preliminary examination of patients with frank mental disease. For this reason this phase of the work has taken a disproportionate amount of time for the examinations made and the results attained and for this reason and because of lack of personnel this feature could not and cannot be developed as its importance would seem to warrant. Indeed at times during the biennium it has been difficult to comply with all requests which have been received from authorized sources for such reports and to fit these isolated examinations, which usually

demand both extra time and extra travel into the scheduled time required for clinics and for reformatory examinations.

Along with a steady increase in the total number of patients referred to mental health clinics for examination a most interesting development has been a gradual relative decrease in the number of defective patients seen and a relative increase in the number of problem children of normal and superior intelligence brought by parents or referred by school authorities or social agencies, particularly in the larger towns and in places where clinics have been held for some time and where mental hygiene activities occupy public attention. The increase in the number of children and adolescents with behavior disorders reaching the clinic is probably the direct result of the intensive campaign of publicity which has forced the attention of everyone by schools and industrial mental hygiene activities, by syndicated newspaper articles, by radio broadcasting and by the use of psychiatric and psychoanalytic themes and terminology in the news and fiction and on the public stage. It is, therefore, an open question whether the real increase is as great as the apparent increase, the latter being due to the focusing of attention upon the subject, and extension of mental hygiene clinics and more publicity and understanding of the object of the clinics. It should be remarked here also that the examination of these problem cases is frequently prolonged and may require more than one visit to the clinic while treatment nearly always necessitates several revisits. Often the aid of social agencies or social workers must be invoked for the correction or improvement of conditions in the home and in the family relationships.

Courses in psychiatry and psychiatric nursing were prepared and were given to student nurses at Blair Memorial Hospital, Huntingdon, at Philipsburg State Hospital, at Blossburg State Hospital, etc. A course of lectures was prepared and delivered at the Highway Patrol School on mental and nervous diseases in relation to safety in motoring and at the school and incoming class was given a group psychometric test. Cooperation with the safety section in the office of the commissioner of motor vehicles has been continued in that every facility of examination and report at all mental health clinics has been extended for drivers or applicants for drivers license who have been referred for opinion and in addition the results of reformatory examinations have been made available to that office.

Six conferences for the coordination and standardization of procedures in Mental Health clinics are recorded elsewhere. These gave an opportunity for instruction of clinic secretaries and workers and what is even more valuable, gave us an understanding of the community situation, a survey of the community resources and insight into the viewpoint of the social workers and organizations in various

communities. Special clinical examining was done at the request of some thirty-four organizations.

Associated in the field psychiatric activities, have been two other psychiatrists whose part time services have been largely devoted to clinic consultations supplementing the work of the assistant director. The director continues to make special mental examinations of certain prisoners petitioning the State Board of Pardons.

SECTION ON CLINICS AND EXTRA-INSTITUTIONAL SUPERVISION

The Staff of the Section on Mental Clinics and Extra-Institutional Supervision was increased during this biennium by the addition of a fourth field representative, who was appointed November 26, 1928. Because of this increase in staff it has been possible for the field representatives to eliminate much overtime. In 1928-29 they gave 53 days more than the legal requirement; in 1929-30 only 5½ days more. It has also been possible to do more traveling by day and less after hours and late at night. With more adequate clerical assistance, also, it has been possible to give more time in the office to developing better records and more efficient methods, and to begin some studies of the results of several phases of the work since the Bureau was established. Old forms have been revised and new ones added so that procedures and technic have been better standardized.

During this biennium the following new clinics were established: Lewistown, Bedford, and Nanticoke.

Tentative plans have been made for a clinic in Elk County at Ridgway, and it has also been proposed that the Bureau take over the clinic in Harrisburg.

There are now sixty-five clinic centers, and if these plans are carried through there will be only 12 counties in the State without facilities for the study of their problems of mental disease, defect, delinquency, and dependency.

In 1928-29, the field representatives spent 281½ days at 259 clinics and saw 1651 patients. In 1929-30, they gave 280 days to 251 clinics, and saw 1727 patients. Owing to a lack of psychiatric service several of the clinics have been held bi-monthly instead of monthly as formerly, and fewer occasional clinics have been held. Instead, it has been necessary, where the field representatives could adequately do the work, to devote more time to special examinations in places where a psychological examination was an important feature in the case, those patients who presented psychiatric or neurological symptoms being returned later when there was a group for the psychiatrist.

Fifty-nine (59) days were devoted to this work in 1928-29, and 62 in 1929-30. These special examinations were made for 82 agencies both public and private.

In addition to examinations made for these agencies, routine examinations of the low-grade boys were carried on at the Pennsylvania Industrial Reformatory, a survey of 86 inmates of the House of the Good Shepherd, Pittsburgh, was made and the examinations were continued of the probationer nurses at the Ashland State Hospital, the Nanticoke State Hospital, and the Pottsville Hospital.

In all, 305 special examinations were made in 1928-29 and 412 in 1929-30.

To give workers a more adequate idea of the purposes of a Mental Health Clinic, to instruct them in methods of securing information, and of preparing more adequate case histories, and to improve clinic procedure, a series of conferences was planned for the workers at the clinics attended by the representatives from the Bureau of Mental Health. Six of these conferences were held, through the courtesy of the Superintendent and the Board, at the following places: Philipsburg State Hospital; Polk State School; Torrance State Hospital; Robert Packer Hospital, Sayre; Norristown State Hospital and the State Capitol, Harrisburg.

With the increased staff it has been possible to report on a very large number of the applicants to the State institutions for defectives. The fact that most of these applicants are first seen at centers where the clinics are in existence has been of great help.

In 1928-29, 604 applicants were reported with these results:

Laurelton State Village

11% unsuitable applications

15%, in all, unnecessary

Pennhurst State School

8% unsuitable

40%, in all, unnecessary

Polk State School

5% unsuitable

5%, in all, unnecessary

(Because of the intensive study of the Polk waiting list in previous years, less time has been given to it this biennium.)

The investigations of the second year continued to show that in the past applications have been made without careful diagnosis or a consideration of the situation.

In 1929-30, the results were as follows:

Laurelton State Village

13% unsuitable

28%, in all, unnecessary

Pennhurst State School

8% unsuitable

22%, in all, unnecessary

Polk State School

2% unsuitable

11%, unnecessary

It has been of immense advantage to the work on these lists to have increased accommodations at these institutions, thus permitting the extremely urgent cases to be admitted more promptly than in the past.

In addition to cases investigated on the waiting lists, there have been put under supervision cases received from other sources in the State or referred from the clinics. In 1928-29, 327 cases were added to the number under supervision. During this year 138 cases were closed, as follows:

Admitted to Laurelton	45
Admitted to Pennhurst	33
Admitted to Polk	42
Admitted to Byberry	1
Died	3
Developed psychosis or became otherwise unsuitable for care as defectives	9
Moved from State	3
Deported	2

With the 1099 cases remaining from the previous biennium this left 1288 cases.

In 1929-30 there were placed under supervision 218 cases and 129 were closed as follows:

Admitted to Laurelton	46
Admitted to Pennhurst	33
Admitted to Polk	41
Admitted to Elwyn	1
Became psychotic or otherwise unsuitable ..	6
Moved from State	2
Total under supervision May 31, 1930	1377

WAITING LISTS

The waiting lists of the state institutions for mental defectives were reported as of May 31, 1930 as follows:

	Total		Of total, urgent	
	Male	Female	Male	Female
Polk	492	175	176	108
Pennhurst	542	332	54	22
Laurelton		606		215
Totals	1034	1113	230	345

It can readily be seen that such a large number of defectives in the community cannot adequately be supervised by the present staff, with all its other duties, even working in cooperation with local agencies. There should be in addition trained case workers with particular knowledge in the field of mental defect to whom these patients could be referred for supervision after adequate investigation, or diagnosis at clinics has established the fact of their deficiency.

In connection with the work of supervision and investigation, in 1928-29, 398 agencies were visited and in 1929-30, 439. This list includes all types of public and private agencies in this State, and 17 institutions and agencies in other states, Canada, Labrador, and Europe, the study of whose methods has had a direct education advantage.

A special effort has been made to keep in touch with the developments in this field and with other phases of welfare and educational work closely related and whenever possible representatives have attended conferences and associations, quite frequently on their own time and at own expense.

In addition to the educational work carried on through clinics and supervisory visiting and case conferences with agencies there have during this biennium been made 26 talks to groups, such as Women's Clubs, Parent-Teachers Associations, Conferences of Social and Health Work, American Association for the Study of the Feeble-minded, Nurses, Probation Officers, Schools and Churches.

OCCUPATIONAL THERAPY

In general, during the past two years, there has been gain in well grounded State and county occupational therapy departments in the hospitals. More specially trained workers have been added to the Occupational Therapy staffs; there have been improvements in buildings, giving more adequate living quarters for Occupational Therapy personnel; more adjustment of space and added buildings have made special provision for better classrooms and shops for Occupational Therapy patients. Affiliation with the Philadelphia School of Occupational Therapy has added practice pupils to four of the hospital occupational therapy departments, thus developing them further as teaching centers.

STATE HOSPITAL ORGANIZATION

Of the eight State hospitals five have well organized occupational therapy departments under Chief Occupational Therapists of experience. One hospital is for male criminal cases only and has industrial work. Three hospitals have not yet opened occupational therapy departments under trained workers. Of this State hospital group all have emphasized extension of work among the more disturbed patients and the less responsible groups of dementia praecox cases. There has been developed a more balanced program of inter-related activities, with occupational therapy taking its place hand in hand with physical exercises, recreation, and musical therapy. Allentown State Hospital has opened a new building for children's special problem cases, using occupational therapy as part of the daily program with academic work and physical training. Danville State Hospital has built two more occupational therapy shops where disturbed patients and problem cases may receive intensive individual instruction. Three of the State hospitals receive an average of twenty-eight occupational therapy practice pupils for special training in mental work. These pupils are trained during the season of June to October each year.

COUNTY HOSPITAL SERVICES

Of the county hospital group eight have cooperated with plans for occupational therapy activities. At present of these eight, five have departments under specially trained occupational therapists; one is carrying on classes under a woman attendant; two are doing hand-work on the wards, attendants assisting the patients. Retreat Mental Hospital also receive annually two occupational therapy pupils for practice training in the occupational classes.

COOPERATION OF PHILADELPHIA SCHOOL FOR OCCUPATIONAL THERAPY

This school has erected a new building next to the graduate hospital of the University of Pennsylvania and has formally affiliated with that hospital for practice training. The State Occupational Therapy field worker also gives the Occupational Therapy School pupils a practical lecture before they enter State hospital practice. In this way occupational therapy standards of work are being raised and practical experience with supervised observation of patients is emphasized.

COOPERATION OF NURSING SCHOOLS

The standard curriculum for nurses in training schools in both general and mental hospitals, requires certain lectures to be given on occupational therapy, also practical demonstrations. The State mental hospitals give lectures and practice periods to nurses and attendants.

Some of the general hospitals have requested the occupational therapy field worker to give initial occupational therapy lectures and demonstrations. Lectures and practice lessons have been given to pupil nurses at Blossburg, Ashland, Scranton, Lancaster, Philipsburg and Pottsville. The object of this work is not to make pupil nurses occupational therapists but to make them intelligently cooperate with occupational therapy aims and principles; also to give helpful suggestions to private duty nurses and public health nurses, concerning inter-related problems of nursing and occupational therapy.

EDUCATIONAL PUBLICITY

In a larger way, the Bureau of Mental Health has cooperated with welfare groups and associations, including the Pennsylvania Occupational Therapy Association, State and County hospitals have been generous and cooperative in providing occupational therapy product for general publicity. A portable occupational therapy booth has been made for traveling exhibits, and exhibits sent out to a number of localities. For example, county fairs, annual meetings of combined nurses associations, State social service convention, to local hospitals for National Hospital Day, to special Nurses Institutes. More than 5000 multigraphs and occupational therapy reprints have been distributed during the past two years in connection with lectures and exhibits.

MUSIC AND ALLIED ACTIVITIES

IN INSTITUTIONS FOR MENTAL DEFECTIVES

A systematic music program for Institutions for Mental Defectives was completed during this biennium. This task was undertaken originally at the Pennhurst State School, where, with the valuable assistance of the administration and the educational staff, a system was built up and a considerable amount of research work done to arrive at subdivisions of the various types of music making, also to define the function of music in institutions for mental defectives.

At the request of the Superintendent, an original Indian Pageant was written from material connected with the Old Indian Harvest Lore of the Pennhurst regions. Another principle underlying the preparation of such a pageant was to give opportunity to the patients for spontaneous action in contradistinction to, but in cooperation with, directed and drilled action, thereby enriching the scope of individual and group expression. This pageant was presented in the fall of 1928 at the Harvest Time.

The field representative's field of service was then extended to the Polk State School where, with the backing of the administration, educational staff, and a tradition of striving for high ideals, it was

possible to apply with splendid results some of the ideas, for instance on classification as worked out at Pennhurst, and to add new features along the lines of more ambitious theatricals and pageantry. The first result of this was the dramatic musical production of the Sanskrit Legend—"The Magic Nutcracker"—set to music by Tschaikowsky and performed by the children of the School Department as a Christmas entertainment. It was repeated in January, 1930, for visitors to the Pennsylvania Conference on Social work held that week at Erie, Pa.

IN INSTITUTIONS FOR THE MENTALLY ILL

The Warren State Hospital inaugurated in this period a very active division of musical activities, led in the beginning by members of the nursing staff detailed for this purpose on a part-time schedule. Finally, a full-time music director was engaged who, was able to produce very creditable results. On September 17, 1929, a first Community Song meeting took place under her leadership, and on January 15, 1930, the first concert of the Patients' Choral Society demonstrated a healthy growth of the work. A great deal of praise is due the administration and staff for their hearty co-operation.

At the Allentown State Hospital, where an active music department has been functioning, the representative assisted in the new Children's unit in the preparation of a study of the educational progress of the problem child cases which is about to be published.

At the Pennsylvania Hospital for Mental and Nervous Diseases at Philadelphia, a study was made under the direction of the field representative, with the cooperation of the staff, of the development of definite methods of checking up the results of musical activities on mental patients.

The Retreat Mental Hospital expanded its musical activities under the guidance of the Bureau of Mental Health and for this purpose engaged and now employs a full-time music director. This director is working out an ambitious program of music including besides singing—dancing, orchestra, dramatics, and social parties.

At the Mayview Mental Hospital (Pittsburgh City Home and Hospital) a unique type of recreational work is accomplished by the Chaplain-Recreation worker. Besides attending to the religious services, ward visitations and personal conferences, the chaplain holds bi-monthly community musicales, leads a choir of patients which give special offerings at seasonal festal days, organizes visiting groups into impromptu choruses, develops instrumental players and conducts a nurses' choir. He also attends to the physical recreation, special entertainments, gifts and contributions.

IN CORRECTIONAL INSTITUTIONS

Western Penitentiary

During the second year of this biennium, a long hoped-for ideal was realized at this institution by the appointment of a professional music director. The gift of a full instrumentation by the chairman of the Board of Directors made it possible, in conjunction with this appointment, to improve musical conditions existing in the prison considerably, to open up opportunities to the inmates for individual musical mastery and efficient orchestral, band, and jazz band work.

This division cooperates very closely with the field representative who, assisted by the psychological and educational departments, was enabled to make a thorough study of a group of musical prisoners, the data of which will serve as research material for the oncoming International Prison Congress at Prague, to which the representative has been appointed as a delegate from the State of Pennsylvania.

STATE INDUSTRIAL HOME FOR WOMEN AT MUNCY

During this period an outdoor production of musical and dramatic significance was prepared and given on June 14, 1928, by the School Department under the guidance of the representative. The program consisted of the Sheepshearers' Festival from the "Winter's Tale," the forum scene from "Julius Cæsar," and the ball and balcony scenes from "Romeo and Juliet." Incidental songs and dances besides the music from the original Romeo score by Charles Gounod enhanced the effective presentation. The aim of such performances is to demonstrate that there is sufficient mental, moral, and artistic power within the population of a correctional institution to do full justice to the musical and dramatic works of the classical masters.

Another aim is to detect among the population at large, those who may be helped mentally, morally, and artistically by a more cultural, aesthetic training. Another purpose is to have the institution as a whole engaged in tasks of an idealistic nature, co-ordinating the curricula of the educational subdivisions by a common project of instruction. The fuller benefit of these activities will be gained by the pedagogical follow-up of a staff trained in psychiatric re-education.

During the past year, rapid progress has been made with the development of rhythmic orchestral work as a part of the educational program of the older women prisoners. Many of these people are too old and handicapped to acquire so late in life ability to sing or play wind or string instruments. Successful experiments have proven that nearly all of the older inmates become, in a short while, relatively efficient rhythmic instrument players and that thereby an unexpected quantum and quality of rhythmic energy stored up in these people

finds a sudden release, giving them an abundance of efficiency and consequently satisfaction.

Rhythmic orchestration consisting of drums, tambourines, cymbals, triangles, rhythm sticks, cloggs, clappers, and woodblocks may be recommended as thoroughly musical and highly practical implements in institutional welfare work with inmates of all ages and both sexes. During the past biennium, rhythm orchestras have been organized also in the Allentown State Hospital, Pennsylvania Hospital, Pennhurst and Polk State Schools, and the Retreat Mental Hospital.

INSTITUTIONAL STAGE CONSTRUCTION

In the case of both the Pennsylvania Hospital and the Pennhurst State School, the field representative was consulted as to desirable features to be included in the construction of the new auditoria of these institutions. His recommendations were accepted and executed. There were the elimination of dressing rooms from the sides of the stage floor, and their construction underneath the stage to gain both stage and dressing room space; the building of ample stairs from the dressing rooms to the side and back stage and the elimination of impractical orchestra pits, therefore substituting orchestra stage steps all across the stage length, which permit the using of the stage as a theatrical space as well as a speaker's platform and a devotional altar, with kneeling facilities for communions and so on. Finally, the finishing of the backstage walls in the same color, style and pattern as the auditorium walls which unifies the impression of a complete four-wall hall; also the elimination of the old-time canvas back drops and side wings and the substituting therefor of a neutral color cyclorama curtain. Then it was decided to build the floor of the auditorium on a decided slant so as to give the furthestmost row of spectators as unobstructed a view as the first row, which will help to increase the attention and thereby the order and joy of attending performances and services.

LECTURES ON MUSIC IN WELFARE WORK

Teachers College, Columbia University

Among the results of the musical activities of the Pennsylvania State Bureau of Mental Health may be cited the course of lectures given by the field representative at Teachers College, Columbia University, on Music in Social and Health Work, based upon the experience gained in the Pennsylvania social welfare field. An additional demonstration in the application of music in the special education of problem children during the Summer School enhances the practical value of the lecture courses.

LECTURES IN THE FIELD AT LARGE

Lectures have been given by the representative during this biennium at the Carnegie Institute of Technology, Schools for Music and Social Work and Fricks Training School for Teachers at Pittsburgh, Muehlenberg and Cedar Crest Colleges at Allentown, the Pittsburgh and Philadelphia City Boards of Public Education, divisions of Special Education; the Pennsylvania, New Jersey and Philadelphia Leagues of Nursing Education, the Nurses Training Schools at the Warren and Harrisburg State Hospitals, the Mayview and Retreat Mental Hospitals.

Single addresses on Music in Welfare Administration have been given to the civic and political clubs of Allentown, Bangor, Bethlehem, Bellefonte, Carlisle, Chambersburg, Germantown, Montgomery, Indiana, Nanticoke, Philadelphia, Pittsburgh, Palmerton, Portland, Scranton, Shippensburg, Warren and Wilkes-Barre.

Institutes on Institutional Recreation were given at the Pennsylvania State Conference on Social Work at Harrisburg and Erie, and also at the Recreation Institutes of Scranton, Wilkes-Barre, and the Municipal Recreation Institute of Irvington, New Jersey.

CONSULTANT ASSISTANCE TO THE PHILADELPHIA MUSIC BUREAU

Through the cooperation of the Bureau of Mental Health and the Philadelphia City Bureau of Music, the field representative was privileged to assist this musical division of the Philadelphia Department of Public Welfare during the second year of the past biennium in the organization and promotion of its local institutional welfare music program. A preliminary survey of the musical needs of the various institutions showed plainly the necessity of a staff of trained teachers who could conduct the musical work understandingly. Therefore, a Teachers Institute was held by the representative under the auspices of the City Bureau.

This Institute consisted of a double series of ten lectures accessible to institutional workers and musicians interested in welfare music. Forty pupils enrolled in the morning and fifty in the evening classes. These lectures were free of charge. Follow-up visits were then paid to institutions and workers who asked for his advisory assistance. This resulted in a number of visitations to several orphanages, hospitals, and homes for crippled children; playgrounds and settlements; and the participation in local recreational organizations, individual conferences, and addresses to clubs, schools and nurses centers.

The enthusiastic backing of the Philadelphia City Bureau made it possible to give a great deal of musical welfare service to this portion of Pennsylvania's population, which could not have been accomplished without this assistance.

INTERNATIONAL CONGRESSES

The field representative assisted and contributed to two international congresses. The American-Canadian Prison Congress, Toronto, 1929, and the First International Mental Hygiene Congress, Washington, D. C., 1930, where he also acted as an official interpreter and guided a group of distinguished German and Dutch psychiatrists through some of the mental institutions of eastern Pennsylvania.

ALIEN INSANE

During the year ending May 31, 1929, there were 93 patients returned to other states and countries, as follows:

California	4
Colorado	1
Connecticut	1
Delaware	6
District of Columbia	3
Illinois	4
Maryland	6
Massachusetts	1
Michigan	2
Minnesota	1
Missouri	1
New Jersey	9
New York	18
North Carolina	3
Ohio	4
South Carolina	2
Virginia	4
Wisconsin	1
Total States	71
Germany	1
Italy	3
Mexico	2
New Foundland	1
Ireland	2
Scotland	1
Spain	1
South America	1
Poland	2
India	1
Denmark	1
Europe (Country not designated)	6
Total Foreign	22
Total	93

During the same period 102 patients were authorized to be returned to Pennsylvania. Of this number 6 were returned directly to their homes and there is no record of a subsequent commitment; 49 were sent to State and County Hospitals, and of that number, 13 have been discharged restored or improved, and one died. This makes the total of 55 accounted for and 47 unaccounted for. Eight escaped patients were returned to Pennsylvania hospitals.

During the same period 47 claims were refused by Pennsylvania and 34 by other States, and 20 alleged aliens were investigated, but were found not to be deportable.

During the year ending May 31, 1930, there were 100 patients sent to other States and Countries, distributed as follows:

Alabama	1
California	3
Delaware	5
District of Columbia	2
Georgia	1
Illinois	2
Indiana	1
Kansas	3
Maryland	6
Massachusetts	4
Michigan	2
Minnesota	1
Missouri	2
New Jersey	18
New York	11
North Carolina	6
Ohio	14
South Carolina	1
Virginia	1
Wyoming	1
Total States	85
Scotland	2
Italy	3
England	2
France	1
Austria	1
Germany	2
Europe (Country not designated)	4
Total Foreign	15
Total	100

During the same period 93 were authorized to be returned to Pennsylvania. Of this number 2 were sufficiently improved to go directly home, and we have no record of any subsequent commitment; 43 were sent to State and County institutions, and of that number 1 has been discharged. Fifty-four were unaccounted for. Eleven escaped patients were returned to Pennsylvania hospitals.

During the same period 75 claims were refused by Pennsylvania and 55 were refused by other States.

OFFICE ROUTINE

Much of the office routine consist of receiving, classifying, filing and compiling records and reports of institutions and clinics. As a large percentage of this is in regard to individuals and principally new cases, it makes up a constantly growing census of mental patients of all types. Through the increasing mass of correspondence, a great deal of consultation is carried on about different phases of mental health, the results of clinic examinations are reported to those interested and supposedly non-resident cases are investigated. Mention has already been made to the improvement in the office service due to increased stenographic and filing assistance.

STATISTICS

The compilation of statistics has been almost completely delegated to the statistician and the assistance in having the clinic records and institutional annual reports critically checked, analyzed and tabulated is gratefully acknowledged. At the end of this section of the report will be found tables summarizing clinic records and annual reports for the present biennium.

LICENSED PRIVATE INSTITUTIONS

In accordance with the law, private mental hospitals, institutions for mental defectives and other types of mental patients must be licensed annually by the department. This involves filing by those conducting such institutions descriptions of the buildings and facilities, certain regular reports and records of patients admitted and on the part of the bureau, at least an annual inspection. A statement of general regulations and instructions for conducting such institutions is being prepared for distribution, through which it is hoped to raise the quality of treatment of patients so that the average care will more nearly approximate the high standards set by a few very excellent institutions.

LEGISLATION PASSED

The general principles and the procedures of the mental health act remain practically unchanged. New paragraphs relate to the com-

mitment of ex-service men to U. S. Veterans Hospitals and the transfer of patients to and from these institutions. Further amendments were made necessary by changes in the financial arrangements and methods by reason of the establishment of the Department of Revenue.

MEETINGS AND CONFERENCES

Representatives of the bureau have attended the meetings of various special associations, often at their own expense. Included in them are the American Psychiatric Association; The Association for the Study of the Feeble-minded; The American Medical Association; The National Conference of Social Work; The American Prison Association; American Orthopsychiatric Association; Association for Research in Mental and Nervous Diseases; First International Congress of Mental Hygiene; American Philosophical Association; American Occupational Therapy Association.

By special invitation, a representative addressed a meeting of Michigan State officials at Traverse City, on the Pennsylvania Mental Health Program, and took part in the discussion of the proper size of a mental hospital, with particular reference to the advisability of building a 10,000 bed hospital, at a meeting called in New York by the State Charities Aid Association.

Several meetings were attended in connection with the organization of the First International Mental Hygiene Congress.

A number of county medical societies and other organizations were addressed by the director and assistant director on various phases of mental health as a part of the state-wide program of the Mental Hygiene Committee of the State Medical Society.

PUBLICATIONS

“Activities of the Bureau of Mental Health.”

Mental Health Bulletin Vol. 6, No. 3, Danville State Hospital.

“Psychology in its Relation to Mental Health Clinics.”

Proceedings of the Philadelphia Psychiatric Society in the Archives of Neurology and Psychiatry, 1929.

“Mental Illness as it Interests the Public at Large.”

Mental Health Bulletin Vol. 7, No. 3, Danville State Hospital.

“Mental Hygiene Program from the Standpoint of the State.”

Mental Health Bulletin, Vol. 7, No. 4, Danville State Hospital.

“Extra-Institutional Activities of Mental Hospitals.”

The Annals of the American Academy of Political and Social Science, May, 1930.

"The Pre-School Child."

Pennsylvania Parent Teacher Bulletin, 1930.

"Progress in Pennsylvania Penal Affairs."

Penal Affairs, May, 1930 No. 22.

"Mental Handicaps of Delinquents." Proceedings of Association for Study of the Feeble-minded, Atlanta, 1929.

"Mental Defectives and Dependency."

Proceedings of Pennsylvania Association of County Commissioners, Uniontown, 1929.

"Mental Health and Delinquency."

Pennsylvania Mental Health Bulletin Vol. 6, No. 3, 1928.

"Mental Examinations in Institutions for Children."

A Departmental Publication.

"Mental Clinics and Other Field Activities."

Danville Mental Health Bulletin Vol. 6, No. 3.

"Why We Need Poor Relief."

Danville Mental Health Bulletin Vol. 7, No. 3.

"A Study of 258 Inmates of the Pennsylvania Industrial Reformatory."

Proceedings of 53rd Annual Session, American Association for the Study of the Feeble-minded.

"Occupational Therapy in Relation to the Pupil Nurse."

American Journal of Nursing, May, 1929.

"The Present Outlook for Occupational Therapy."

Mental Health Bulletin, Danville State Hospital.

"Music and Child Rearing."

International League of Child Welfare, Geneva, Switzerland, 1928.

"Seeing our Job Through."

(The Utilization of Unused preventive forces)

American Canadian Prison Congress, 1929.

"The Function of Music in Education of Mental Defectives and Juvenile Delinquents."

Netherlands Pedagogical Congress, Amsterdam, 1930.

"Music in the Classroom of the Problem Child."

The Etude, 1930.

"Recreation in Mental Hygiene."

First International Mental Hygiene Congress, Washington, D. C., 1930.

In addition to the above, numerous addresses on different phases of mental health and allied subjects were given before various service clubs, state conferences, medical and other societies by the director,

assistant director and the field representatives. These have not yet appeared in published form.

SOME DESIRABLE DEVELOPMENTS

ROUTINE EXAMINATION OF CERTAIN PRISONERS

In discussing the work of the assistant director mention has been made of the increasing requests from the courts and district attorneys for psychiatric and psychological advice in regard to certain prisoners. This tendency is particularly encouraging and again raises the question as to the advisability and practicability of the routine mental examination at least of those accused of capital crimes and those repeatedly involved in difficulties with the law. It is believed that the bureau might organize such a system of routine examination through the clinic facilities, with only a moderate increase in the central office staff. Special legislation would be required and an act is again being considered.

MENTAL EXAMINATION OF THE PRE-SCHOOL CHILD

While there has been a gratifying increase in the number of younger children being brought to the clinics, this is by no means a routine procedure. If as already indicated, much is to be accomplished in prevention, children should be seen in the formative period and this becomes largely a responsibility of the parent and the public school. Utilization of mental clinic facilities should be accepted in a more official manner by the school authorities.

STATE PSYCHIATRIC HOSPITALS

As stated in previous reports, no comprehensive plan for meeting the problem of mental disease and defect can be considered complete without so-called psychopathic or psychiatric hospitals. Pennsylvania needs at least two such institutions, one at Pittsburgh and one at Philadelphia, to be closely affiliated with medical centers. While general mental hospitals should be prepared to serve their districts in most respects, yet they cannot become the centers of leadership in psychiatry that are constituted in psychiatric hospitals. The latter, with a limited number of selected patients, large staff of specialists, extensive equipment for laboratory and treatment purposes, with educational facilities, are peculiarly well adapted for intensive study and vigorous treatment of patients, for research and for the training of physicians, nurses and other personnel. Psychiatric hospitals become centers of inspiration, bringing about a higher type of treatment, assisting in solving intricate problem cases and in spreading a needed knowledge of mental disease and defect among groups otherwise more or less poorly informed. It is hoped that such facilities will soon become available in Pennsylvania as in other states.

PSYCHIATRIC WARDS IN GENERAL HOSPITALS

The opportunity and responsibility of general hospitals in regard to mental patients is still too infrequently recognized. There should be wards in general hospitals where temporary care may be provided during commitment procedures, and longer treatment for selected patients with definite physical ailments which might as well or possibly better be treated in a general than in a mental hospital. Such wards in general hospitals would afford, moreover, an educational opportunity needed for both interns and nurses.

OTHER POLICIES UNDER CONSIDERATION

As a part of the mental health program, a number of other policies are being carefully studied. Sterilization continues to be advocated by certain groups as a remedy or a factor in meeting the problem of mental disease, mental defect and other situations. One should recognize that sterilization is by no means a panacea for the numerous evils it is expected to correct, but there are cases where such a procedure would be beneficial. There appears to be a growing sentiment in favor of selective sterilization, in particular in selected mental defectives, especially those who otherwise would be unsafe to return to the community and who after such an operation, may be able to live outside of an institution and possibly become more or less self supporting. It is possible that an act for sterilization may be presented for consideration.

In view of the long established and apparently satisfactory custom of boarding out suitable mental patients extensively practised in Scotland and elsewhere, it is possible that such a method of care should be attempted in Pennsylvania. It would appear to offer a way of making available more beds in the institutions and providing a more nearly normal environment for certain suitable and appreciative patients.

A further development of the colonization method of caring for patients should be brought about. Colonization of mental defectives, so successfully practised in another state, is authorized in the law. Colonization of selected mental hospital patients may be established on the institutional farms, with satisfaction to all concerned and at a reduced per capita cost.

As a method of assisting in the rehabilitation of patients who have been in institutions or in helping those who would otherwise have to remain in institutions, centers of occupation in cities should be considered. These places might be provided with a supervising occupational therapist and the necessary equipment consisting of looms, tools and other apparatus, by means of which former patients might be profitably employed.

BUREAU NEEDS

As stated in the previous report, it is often difficult to keep up with the increasing demands for service and the work grows virtually by leaps and bounds. Particularly urgent calls come for preventive activities and the services of the field representatives. Almost the limit has been reached within which the present group of field representatives can add to their duties. If more field representatives are added (and this should be done if the bureau is to continue to show a healthy growth), then there must be a corresponding increase of the stenographic and filing force which is already overtaxed with their present duties, although additional workers were allowed.

Attention must again be directed to the need for more transportation facilities. While the assignment of an additional car has greatly increased the scope of the field representatives, yet some of them are still hampered at times by the lack of a car which can be regularly used.

In conclusion, this biennium has been a most encouraging one, both in the progress made in improving the facilities of the institutions and in the field of prevention. There is so little expended for prevention, however, as compared with the cost of institutionalization. If only a greater percentage of funds available were devoted to preventive activities, it seems reasonable to expect that the amount of hospitalization would be correspondingly reduced. At any rate, it is the purpose of the bureau to continue to expand the field activities to the limit of its ability. As these constitute preventive measures and probably the most important feature of the work.

MOVEMENT OF PATIENT POPULATION, 1928 State and County Mental Hospitals

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	State-Owned ¹			Licensed County ²			Aggregate		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
On books at beginning of period, June 1, 1927: ²									
Present -----	6,537	5,720	12,257	5,637	5,324	10,961	12,174	11,044	23,218
Absent -----	628	518	1,146	860	592	1,452	1,488	1,110	2,598
Total on books at beginning of period -----	7,165	6,238	13,403	6,497	5,916	12,413	13,662	12,154	25,816
Admitted during the period:									
First admissions -----	1,205	943	2,148	1,768	1,136	2,904	2,973	2,079	5,052
Readmissions -----	143	168	311	254	221	475	397	389	786
Transfers from other institutions for insane -----	176	106	282	64	57	121	240	163	403
Total received during the period -----	1,524	1,217	2,741	2,086	1,414	3,500	3,610	2,631	6,241
Total on books during period -----	8,689	7,455	16,144	8,583	7,330	15,913	17,272	14,785	32,057
Discharged during the period:									
As recovered -----	194	205	399	205	121	326	399	326	725
As improved -----	346	280	626	514	386	900	860	666	1,526
As unimproved -----	59	30	89	128	69	197	187	99	286
As without psychoses -----	73	45	118	7	1	8	80	46	126
Transferred to other institutions for insane -----	129	37	166	13	14	27	142	51	193
Died during period -----	641	468	1,109	808	584	1,392	1,449	1,052	2,501
Total transferred, discharged and died during period -----	1,442	1,065	2,507	1,675	1,175	2,850	3,117	2,240	5,357
On books at close of period:									
Present -----	6,558	5,846	12,404	5,957	5,491	11,448	12,515	11,337	23,852
Absent -----	689	544	1,233	951	664	1,615	1,640	1,208	2,848
Total on books at close of period May 31, 1928 -----	7,247	6,390	13,637	6,908	6,155	13,063	14,155	12,545	26,700

¹Includes Dixmont, a State-aided private hospital.

²The figures for State hospitals cover a twelve month period ending at May 31st. The figures for the County hospitals cover a twelve month period ending at various dates.

MOVEMENT OF PATIENT POPULATION, 1929 State and County Mental Hospitals*

	State-Owned ¹			Licensed County			Aggregated		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
On books at beginning of period, June 1, 1928:									
Present -----	6,558	5,846	12,404	6,017	5,672	11,689	12,575	11,518	24,093
Absent -----	689	544	1,233	890	652	1,542	1,579	1,196	2,775
Total on books at beginning of period -----	7,247	6,390	13,637	6,907	6,324	13,231	14,154	12,714	26,868
Admitted during the period:									
First admissions -----	1,287	943	2,230	1,705	1,264	2,969	2,992	2,207	5,199
Readmissions -----	168	149	317	189	144	333	357	293	650
Transfers from other institutions for insane -----	179	101	280	94	71	165	273	172	445
Total received during the period -----	1,634	1,193	2,827	1,988	1,479	3,467	3,622	2,672	6,294
Total on books during period -----	8,881	7,583	16,464	8,895	7,803	16,698	17,776	15,386	33,162
Discharged during the period:									
As recovered -----	201	104	395	180	117	277	361	311	672
As improved -----	354	317	671	506	363	869	860	680	1,540
As unimproved -----	53	35	88	93	30	123	146	65	211
As without psychoses -----	73	29	102	4	0	4	77	29	106
Transferred to other institutions for insane -----	81	62	143	145	43	188	226	105	331
Died during period -----	607	502	1,109	840	629	1,469	1,447	1,131	2,578
Total transferred, discharged and died during period -----	1,369	1,139	2,508	1,748	1,182	2,930	3,117	2,321	5,438
Unaccounted for ² -----	+9	+9	+18	-2	-7	-9	+7	+2	+9
On books at close of period:									
Present -----	6,818	5,895	12,713	6,179	5,938	12,117	12,997	11,833	24,830
Absent -----	703	558	1,261	966	676	1,642	1,669	1,234	2,903
Total on books at close of period May 31, 1929 -----	7,521	6,453	13,974	7,145	6,614	13,759	14,666	13,067	27,733

¹ Includes Dixmont, a State-aided private hospital.

² Because a variation occurred in a series of months this classification was added for correction purposes.

*This table is based upon figures compiled from monthly reports submitted by the various hospitals.

PSYCHOSES OF FIRST ADMISSIONS, 1928
State and County Mental Hospitals

Psychoses	Number			Per Cent		
	Male	Female	Total	Male	Female	Total
Traumatic -----	24	1	25	.81	.05	.49
Senile -----	411	409	811	13.82	19.24	16.05
With cerebral arteriosclerosis -----	238	106	364	8.68	5.10	7.21
General paralysis -----	387	102	489	13.02	4.91	9.68
With cerebral syphilis -----	37	4	41	1.24	.19	.81
With Huntington's chorea -----	1	4	5	.03	.19	.10
With brain tumor -----	1	2	3	.03	.10	.06
With other brain or nervous diseases -----	67	24	91	2.25	1.15	1.80
Alcoholic -----	288	45	333	9.69	2.17	6.59
Due to drugs and other exogenous toxins -----	16	9	25	.54	.43	.49
With pellagra -----	1	2	3	.03	.10	.06
With other somatic diseases -----	69	66	135	2.32	3.17	2.67
Manic-depressive -----	264	415	679	8.88	19.96	13.44
Involution melancholia -----	27	88	115	.91	4.23	2.23
Dementia praecox -----	552	420	972	18.57	20.20	19.24
Paranoia and paranoid conditions -----	52	24	76	1.75	1.15	1.51
Epileptic -----	116	60	176	3.90	2.89	3.48
Psychoneuroses and neuroses -----	24	43	67	.81	2.07	1.33
With psychopathic personality -----	26	7	33	.87	.34	.65
With mental deficiency -----	112	87	199	3.77	4.18	3.94
Undiagnosed psychoses -----	73	48	121	2.46	2.31	2.40
Without psychoses -----	167	122	289	5.62	5.87	5.72
Total -----	2,973	2,079	5,052	100.00	100.00	100.00

AGES OF FIRST ADMISSIONS CLASSIFIED ACCORDING TO PSYCHOSES, 1928 State and County Mental Hospitals

Psychoses	Total			15 years Under			15-19 years			20-24 years			25-29 years			Total
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	
Traumatic	24	1	25										3		3	1
Senile	411	400	811												1	1
With cerebral arteriosclerosis	258	106	364													1
General paralysis	387	102	489	1	1	2							17	5	22	22
With cerebral syphilis	37	4	41										2		2	2
With Huntington's chorea	1	4	5													
With brain tumor	1	2	3													1
With other brain or nervous diseases	67	24	91	1	1	2	8	3	11	5	1	6	6	2	8	8
Alcoholic	238	45	333							4		4	17	2	19	19
Due to drugs and other exogenous toxins	16	9	25							1		1	3	3	6	6
With pellagra	1	2	3										1		1	1
With other somatic diseases	69	66	135				1	1	2				3	3	6	6
Manic depressive	264	415	679				4	11	15	18	32	50	24	42	66	66
Involution melancholia	27	88	115													
Dementia praecox	552	420	972	3	2	5	53	31	84	116	57	173	106	68	174	174
Paranoia and paranoid conditions	52	24	76							2		2				
Epileptic	116	60	176	5		5	16	8	24	18	7	25	19	10	29	29
Psychoneuroses and neuroses	24	43	67				1	3	4	3	5	8	2	4	6	6
With psychopathic personality	26	7	33				5		5	3	1	4	4		4	4
With mental deficiency	112	87	199	2	2	4	21	8	29	26	23	49	11	10	21	21
Undiagnosed psychoses	73	48	121	3	1	4	3	4	7	6	4	10	7	8	15	15
Without psychoses	167	122	289	14	11	25	39	28	67	23	22	45	14	11	25	25
Total	2,973	2,079	5,052	29	19	48	151	99	250	233	159	392	237	170	407	407

AGES OF FIRST ADMISSIONS CLASSIFIED ACCORDING TO PSYCHOSES, 1928
State and County Mental Hospitals—Continued

Psychoses	30—34 years			35—39 years			40—44 years			45—49 years			50—54 years		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Traumatic	4	---	4	1	---	1	4	---	4	4	1	5	3	---	3
Senile	---	---	---	3	3	6	---	---	---	3	---	3	11	6	17
With cerebral arteriosclerosis	---	---	---	---	---	---	---	---	---	3	---	3	10	7	17
General paralysis	46	16	62	86	23	109	69	23	92	67	10	77	41	8	49
With cerebral syphilis	8	---	8	4	2	6	4	4	8	5	2	7	7	---	7
With Huntington's chorea	---	---	---	2	2	2	1	1	1	---	1	1	---	---	---
With brain tumor	---	---	---	---	---	---	1	---	1	---	---	---	---	---	---
With other brain or nervous diseases	7	5	12	5	2	7	9	3	12	2	3	5	13	1	14
Alcoholic	40	3	43	59	10	69	36	11	47	61	9	70	30	2	32
Due to drugs and other exogenous toxins	---	---	---	3	1	4	2	3	5	2	1	3	4	---	4
With pelagra	---	1	1	---	1	1	---	---	---	---	---	---	---	---	---
With other somatic diseases	4	8	12	3	12	15	8	5	13	6	13	19	6	4	10
Manic depressive	32	60	92	45	65	110	36	53	89	28	71	99	27	23	50
Involution melancholia	1	---	1	---	3	3	---	15	15	5	15	20	8	27	35
Dementia Praecox	81	68	149	74	69	143	44	40	84	31	34	65	14	23	37
Paranoia and paranoid conditions	4	2	6	7	3	10	10	3	13	14	3	17	4	6	10
Epileptic	11	7	18	15	8	23	13	4	17	7	7	14	3	3	6
Psychoneuroses and neuroses	3	5	8	6	4	10	2	7	9	3	3	6	2	4	6
With psychopathic personality	4	---	4	---	1	1	4	2	6	5	---	5	---	2	2
With mental deficiency	14	11	25	12	6	18	5	7	12	5	3	8	3	4	7
Undiagnosed psychoses	9	6	15	4	5	9	17	5	22	8	4	12	6	7	13
Without psychoses	9	10	19	13	12	25	14	9	23	15	5	20	8	5	13
Total	277	205	482	340	232	572	280	190	470	275	188	463	200	132	362

AGES OF FIRST ADMISSIONS CLASSIFIED ACCORDING TO PSYCHOSES, 1928
State and County Mental Hospitals—Continued

Psychoses	55—59 years			60—64 years			65—69 years			70 years and over			Unascertained		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Traumatic	3		3	1		1	96	64	160	235	261	496	3	4	7
Senile	16	25	41	44	36	80	47	65	112	118	29	147	2		2
With cerebral arteriosclerosis	34	22	56	42	23	65	4	2	6	3		3	6	2	8
General paralysis	39	6	45	8	2	10	1		1						
With cerebral syphilis	3		3	1		1									
With Huntington's chorea					1	1									
With brain tumor							3	1	4	5	1	6			
With other brain or nervous diseases	1	1	2	2		2	5		5	1	1	6	2		2
Alcoholic	23	5	28	10	2	12									
Due to drugs and other exogenous toxins	1		1												
With pellagra															
With other somatic diseases	13	4	17	9	3	12	10	6	16	5	4	9		2	2
Manic depressive	29	28	57	8	13	21	7	9	16	4	4	8	2	3	5
Involution melancholia	8	18	26	5	7	12		1	1					2	2
Dementia praecox	14	13	27	3	9	12	1	2	3	3		3	9	4	13
Paranoia and paranoid conditions	7	2	9	1	3	4							1	1	1
Epileptic	7	2	9				1	2	3				1	2	3
Psychoneuroses and neuroses		4	4	2	2	4		2	2						
With psychopathic personality		1	1							1		1			
With mental deficiency	5	8	13	3	2	5	1		1	2	3	5	2		2
Undiagnoses psychoses	6	2	8	4	2	6									
Without psychoses	6	6	12	10	2	12	1		1		1	1	1		1
Total	215	147	362	153	107	260	177	108	285	377	304	681	29	19	48

COMPARISONS OF AGE DISTRIBUTION OF FIRST ADMISSIONS, 1928
State and County Mental Hospitals

Age	Number			First Admissions Per Cent of Total		
	Male	Female	Total	Male	Female	Total
Under 15 years -----	29	19	48	.97	.91	.95
15 to 19 years -----	151	99	250	5.08	4.76	4.95
20 to 24 years -----	233	159	392	7.84	7.65	7.76
25 to 29 years -----	237	170	407	7.97	8.18	8.06
30 to 34 years -----	277	205	482	9.32	9.86	9.54
35 to 39 years -----	340	232	572	11.44	11.16	11.32
40 to 44 years -----	280	190	470	9.42	9.14	9.30
45 to 49 years -----	275	188	463	9.25	9.04	9.16
50 to 54 years -----	200	132	332	6.73	6.35	6.57
55 to 59 years -----	215	147	362	7.23	7.07	7.17
60 to 64 years -----	153	107	260	5.15	5.15	5.15
65 to 69 years -----	177	108	285	5.95	5.20	5.64
70 years and over -----	377	304	681	12.68	14.62	13.48
Unascertained -----	29	19	48	.97	.91	.95
Total -----	2,973	2,079	5,052	100.00	100.00	100.00

NATIVITY AND PARENTAGE OF FIRST ADMISSIONS, 1928
State and County Mental Hospitals

	Number			Per Cent		
	Male	Female	Total	Male	Female	Total
Nativity:						
Native -----	2,166	1,540	3,706	72.86	74.07	73.36
Foreign born -----	752	513	1,265	25.29	24.68	25.04
Unascertained -----	55	26	81	1.85	1.25	1.60
Total First Admissions -----	2,973	2,079	5,052	100.00	100.00	100.00
Parentage of Natives:						
Of native parentage -----	1,229	919	2,148	56.74	59.68	57.96
Of foreign parentage -----	425	268	693	19.62	17.40	18.70
Of mixed parentage -----	176	115	291	8.13	7.47	7.85
Unascertained -----	336	238	574	15.51	15.45	15.49
Total -----	2,166	1,540	3,706	100.00	100.00	100.00

NATIVITY DISTRIBUTION OF FIRST ADMISSIONS, 1928

State and County Mental Hospitals

Nativity	Number			Per Cent		
	Male	Female	Total	Male	Female	Total
United States	2,166	1,540	3,706	72.86	74.07	73.36
Austria	98	76	174	3.30	3.65	3.44
Belgium	4	1	5	.13	.05	.10
Canada	15	9	24	.51	.43	.47
China	4	—	4	.13	—	.08
Czechoslovakia	26	17	43	.88	.82	.85
Cuba	1	—	1	.03	—	.02
Denmark	1	—	1	.03	—	.02
England	37	28	65	1.24	1.35	1.29
Europe	5	2	7	.17	.10	.14
Finland	—	1	1	—	.05	.02
France	7	5	12	.24	.24	.24
Germany	75	51	126	2.52	2.45	2.49
Greece	12	2	14	.40	.10	.28
Holland	1	—	1	.03	—	.02
Hungary	33	21	54	1.11	1.01	1.07
Ireland	83	88	171	2.79	4.23	3.38
Italy	110	73	183	3.70	3.51	3.62
Jugoslavia	12	3	15	.40	.14	.30
Mexico	5	—	5	.17	—	.10
Norway	8	2	10	.27	.10	.20
Poland	78	39	117	2.63	1.87	2.31
Porto Rico	1	—	1	.03	—	.02
Roumania	7	1	8	.24	.05	.16
Russia	55	56	111	1.85	2.69	2.20
Scotland	14	11	25	.47	.53	.49
South America	1	1	2	.03	.05	.04
Spain	2	2	4	.07	.10	.08
Sweden	10	6	16	.34	.29	.32
Switzerland	4	3	7	.13	.14	.14
Turkey in Asia	3	—	3	.10	—	.06
Turkey in Europe	6	1	7	.20	.05	.14
Wales	10	6	16	.34	.29	.32
West Indies	2	—	2	.07	—	.04
Other Countries	22	8	30	.74	.39	.59
Unascertained	55	26	81	1.85	1.25	1.60
Total	2,973	2,079	5,052	100.00	100.00	100.00

TIME OF FOREIGN-BORN FIRST ADMISSIONS IN UNITED STATES BEFORE ADMISSION, 1928

State and County Mental Hospitals

Time in U. S.	Number			Per Cent		
	Male	Female	Total	Male	Female	Total
Under 5 years -----	40	23	63	5.32	4.48	4.98
5-9 years -----	45	37	82	5.98	7.21	6.48
10-14 years -----	57	46	103	7.58	8.97	8.14
15 years and over -----	469	317	786	62.37	61.79	62.13
Unascertained -----	141	90	231	18.75	17.55	18.26
Total -----	752	513	1,265	100.00	100.00	100.00

COMPARISON OF USE OF ALCOHOL BY FIRST ADMISSIONS, 1928

State and County Mental Hospitals

	Number			Per Cent of ascertained cases		
	Male	Female	Total	Male	Female	Total
Abstinent -----	840	991	1,831	38.11	66.16	49.46
Temperate -----	842	416	1,258	38.20	27.27	33.98
Intemperate -----	522	91	613	23.69	6.07	16.56
Unascertained -----	769	581	1,350			
Total -----	2,973	2,079	5,052	100.00	100.00	100.00

MOVEMENT OF POPULATION—INSTITUTIONS FOR MENTAL DEFECTIVES
For the Fiscal Year Ended May 31, 1930

	Polk			Pennhurst			Laurelton			Elwyn			Total		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Population at June 1, 1929 -----	1,295	1,234	2,529	707	540	1,247	575	532	1,107	432	964	2,534	2,781	5,315	
On parole -----	51	25	76	61	52	113	42	4	46	2	6	116	121	237	
Total on register -----	1,346	1,259	2,605	768	592	1,360	617	536	1,153	434	970	2,650	2,902	5,552	
Admitted: First Admissions -----	12	10	22	8	7	15	11	2	13	3	5	22	31	53	
Readmissions -----				1		1	1		1			1	1	2	
Total -----	12	10	22	9	7	16	12	2	14	3	5	23	32	55	
Discharged: Improved -----															
Unimproved -----				1		1	1		1			1	1	2	
Transferred -----					2	2							2	2	
Died -----	4	2	6	4	1	5						8	3	11	
Total -----	4	2	6	5	3	8	1		1			9	6	15	
Pop. remain. at May 31, 1930 -----	1,302	1,241	2,543	704	543	1,247	581	528	1,109	435	983	2,534	2,800	5,334	
On parole -----	52	26	78	68	53	121	47	10	57	2	12	130	128	258	
Total on register -----	1,354	1,267	2,621	772	596	1,368	628	538	1,166	437	975	2,664	2,928	5,592	

FIRST PATIENT VISITS—MENTAL CLINICS

For the Year Ended May 31, 1929

Clinic	Male	Female	Total	Clinic	Male	Female	Total
Allentown (Sacred Heart) -----	11	11	22	Reading -----	72	60	132
Allentown (General) --	16	16	32	Scranton -----	29	34	63
Altoona -----	67	54	121	Shamokin -----	11	17	28
Beaver County -----	11	11	22	Sharon -----	19	12	31
Bellefonte -----	10	13	23	Somerset County -----	5	4	9
Berwick -----	24	13	37	Stroudsburg -----	11	10	21
Bethlehem -----	32	16	48	Sunbury -----	24	30	54
Bradford County -----	27	22	49	Tioga County -----	7	-----	7
Butler -----	27	18	45	Titusville -----	5	-----	5
Carlisle -----	31	27	58	Uniontown -----	21	24	45
Chambersburg -----	27	21	48	Venango County -----	20	32	52
Chester -----	11	37	48	Warren -----	8	5	13
Clearfield -----	18	22	40	Washington -----	50	38	88
Coatesville -----	23	9	32	West Chester -----	14	16	30
Danville -----	2	2	4	Wilkes-Barre -----	145	212	357
Doylestown -----	14	9	23	Williamsport -----	61	55	116
Easton -----	21	17	38	Windber -----	12	10	22
Erie -----	13	12	25	York -----	12	13	25
Gettysburgh -----	14	17	31	Exam. in Penal & Correctional Inst. --	6	16	22
Greensburg -----	31	15	46	Exam. in Child. Inst. -----	-----	14	14
Huntingdon -----	13	10	23	Exam. in Schools -----	50	26	76
Indiana -----	7	5	12	Harrisburg -----	7	3	10
Jenkitown -----	22	17	39	Mt. Pleasant -----	2	4	6
Lancaster -----	40	43	83	Lewistown -----	10	11	21
Lebanon -----	22	21	43	Clinton County -----	1	5	6
Lock Haven -----	25	25	50	Occasional Exam. -----	11	25	36
Meadville -----	21	25	46	Bedford -----	4	6	10
Montrose -----	18	23	41				
Mt. Carmel -----	19	14	33				
New Castle -----	15	11	26				
Norristown -----	21	25	46				
Palmertotn -----	12	11	23				
Philpsburg -----	25	25	50				
Pottsville -----	24	34	58				
Potter County -----	19	17	36				
				Total -----	1,350	1,350	2,700

Note—The above includes public clinics only, and does not include the routine examinations at penal or correctional institutions.

BUREAU OF RESTORATION

The holocaust at Columbus riveted popular attention on the conditions affecting prisons. The questions affecting the suitability of prison officials and the various problems of prison management, the problems of prison congestion, activities of prisoners, and of the character of prison construction, were all brought before the public on a hot flame of horror.

The insurrections in prisons with the attendant loss of life and the crime news of the day have focused attention upon the problems of crime, and the criminals. It is to be hoped that another tragedy will not be necessary to keep this social problem of crime before the public mind. Crime seems to be remote from most men's lives, but each citizen is harmed by it. Every criminal, every criminal act, is not only an immediate threat to public security, but such an act serves as a teacher to the children of the State. "Crime" is not a "Plague of Locusts." It is merely one symptom of faulty social adjustments.

There is a criminal class of persons whose morals are different from those of the social order and who are an insidious canker in the vitals of the State. This group is an immediate danger to the State and is an example to the youth, especially those living in the same community where are housed those who make crime a business or a pastime. The problems of crime and criminals, deserve more attention than is given to them by all the citizens of the Commonwealth.

"Criminal" *communities* exist. In such communities the forces of law and order continually are ineffectual in controlling the activities of the dominant element residing there.

There are locations throughout the State, especially to be found in congested areas of urban centers, where the investigators of prisoners' histories find most frequently the addresses of those who were the prisoners' associates. Children are born in these communities, exist, and are being subjected to the companionship of persons whose attitude toward society is definitely antisocial. These communities frequently house persons who are afflicted with other social disorders than crime. They are frequently without any recreation facilities; frequently sordid; unhealthful; and, in general, devoid of any socially instructive forces except the public school and the church.

The amount of time allotted to the influences of these institutions striving for social betterment is extremely slight. The amount of time allotted to the school children under compulsion of attendance laws is less than 8% of the first 16 years. The time a church exercises direct control in this period is negligible. When we consider the brief

amount of time in which these institutions may operate, the results of their labor are incredible.

In this report we cannot further develop these points even though they are probably most deserving of attention in our efforts to prevent crime.

This report is concerned with the recital of conditions affecting the persons who have been arrested because they have committed a crime and who are housed in prison.

Only as much explanatory material is presented as will integrate the various aspects of the work of the Department of Welfare functioning through its Bureau of Restoration.

THE PUBLIC'S INFORMATION ABOUT CRIME

The public at large secures its information about crime from the newspapers. Naturally newspapers stress stories of striking incidents, those which compel attention to be drawn to them.

All crime is not of the dramatic character which the newspapers relate. Much of it is extremely dull, uninteresting, sordid, and entirely remote from the public imagination.

Statistics in crime are, as a general rule, open to severe criticism. They are meager, scant, and where existant should be subjected to the closest scrutiny before being accepted as valid.

The difficulties encountered in securing valid data for statistical presentation are in part occasioned by the different procedures followed in different localities in keeping original records.

The public is entitled to know the crime situation accurately. The information should be presented periodically with sufficient frequency to sustain popular interest.

Crime costs the citizens a great deal of money. Data concerning crime should be as accurate as a bank balance.

This is not impractical, certainly, in quantitative measures affecting costs. As procedures become more efficient, qualitative data will become more reliable. At present, the data of crime facts and causes is incomplete.

POPULAR CONCEPTION OF CRIMINALS

The "desperado," one of the dramatic criminals, tends to become the image which the public erects in its mind as a symbol of the criminal.

Many criminals are neither dramatic nor of such character to appeal to the popular imagination. Much writing has been done to indicate the low quality of intelligence of the criminal group. Much more has been written about the life stories of notorious criminals, and

the public gains the idea that the criminal is some mysterious type of person who is entirely different from the persons that he may know.

The criminal class as a group is quite commonplace. Among this group are persons of intelligence, as well as persons who are extremely dull. It is true that studies which have been made of the penitentiary groups indicate a low status of intelligence, as measured by formal tests. It must be recalled, however, that the studies made of the persons who are incarcerated are studies made of the criminals who have been caught. We are not justified in believing that all criminals are caught, and if caught are incarcerated.

The fact is, that the entire criminal group has not been identified in terms of degrees of intelligence. All we know is that among the persons who are in our penal institutions who have been tested, the majority of them are of a low degree of intelligence, but that many possess intelligence of high quality.

The prison revolts and the traditions affecting criminals operate to create the opinion that all criminals are extremely difficult to handle, that any prisoner is a fiend and is intractable.

There are many prisoners who are dangerous within the prison, yet, the proportion of such intractable prisoners is relatively small.

SOME THEORIES OF THE CAUSE OF CRIME

On the basis of studies which have been made of such families as the Kallikaks and Jukes, many persons are inclined to believe that the factors of heredity are the sole factors of crime. Other persons take the same studies and are equally convinced that the causes for crime are certainly those to be found in the environment.

Theories have been born and exploded from time to time, when they have sought to indicate one, single, separate, and distinct factor as *the* cause of crime.

There is probably no single cause of crime. Insofar as a person is born with capacities which limit his ability to equip himself with vocational and other social skills, it is quite likely that he is in danger of "criminality." He is in more critical danger, than is the person who is born with better capacities for learning.

Any impediment to normal social activity, whether it be traceable to physical disease or injury, mental disease, or, lack of, or faulty education—any of these conditions may operate to impose impediments to this person's success in a normal social life. We must not forget, however, that when we have carefully analyzed, after adequate examinations, all the facts discernible which offer explanations for the existence of a given criminal's condition, we have *not*, at that moment, made

him a socially useful citizen. To restore the "criminal" to useful social activities necessitates the removal of these impediments.

It is quite likely that after all our testing and diagnoses, and after prolonged attempts at education, we will find that we need to *work eternally* at the task of discovering our problems and applying such remedies as our knowledge and imagination make accessible, if we are to secure an improvement in the social conditions included among the problems of crime.

CRIME IS AN EDUCATIONAL PROBLEM

There is no evidence to indicate that the person whom we state is a criminal was born such. Many persons of meager intelligence, or poor physique, of scanty formal education, are not to be found in our penal institutions.

Persons who are subjected to the educational influences of a community where the population exists by illegal and immoral activities cannot help being affected by exposure to these experiences.

It is a simple educational process to expose any learner to the experience which you wish him to learn. When the facts of such experiences are pleasurable, he will be inclined to wish to repeat them. When he receives the approval of his companions for an act which he does, he is inclined to find such approval a pleasurable experience. When this approval is bestowed upon him for thievery and other forms of unlawful actions, he is not concerned with any morals that may be operating in a community outside of his own. He is affected by what is close at hand, and affected by the persons with whom he lives.

Sources of crime are to be found in habitual activities of criminals within the State. It is pertinent to inquire into what situations exist in any given community which make it inevitable that a child being exposed to them will be trained in habits of living which are anti-social.

When persons are made criminal by the experiences to which they are exposed, we need to provide experiences of different natures to these persons in order to habituate them in socially approved modes of action if we are to expect them to alter their habits of living.

SCHEMATIC VIEW OF RESTORATION

It is obvious that the most effective restoration program is one which would first itemize the causes of crime. If we can prevent any crime, this is certainly the most desirable thing we can do.

Crime is as old as history, and it is quite probable that we will find no magic wand to remove it. By attending to every discovered condition which is found to be related to crime, we may discover means

to reduce the amount of crime. By drawing attention to the effect of faulty environmental conditions, of conditions which effect the physical, mental, and social health of an individual, a program of restoration lays the seed for combating crime at its roots.

Once a criminal act is committed, whether by a child or adult, and the offender is imprisoned, an immediate problem is to *conserve* such physical, mental, and social character as the person who commits this crime possesses. At this moment steps should be taken to discover what is the condition of the person imprisoned with respect to his physical, mental, and social condition. Steps to remedy faulty conditions where found should be undertaken in the interest of society as well as the interest of the arrested person.

The arrest and imprisonment compels the separation of this person from normal social activities, from such habits of work and industry as he may possess. While incarcerated, if this person is to be restored to useful social life, he needs to be equipped physically, mentally, and socially, with those skills and attitudes which will make him able to compete successfully under the normal circumstances of life at his release. To accomplish this purpose, it is obvious that the conditions which have lead this person to a life of crime should be known. Conditions which will establish for him habits and attitudes which will make him not only wish to live under the social code but will insure him a reasonable opportunity to do so need to be provided in our penal institutions, and in society at large.

The public's attitude towards the released prisoner needs to be one which will grant him "an even break" in his attempt to rehabilitate himself.

Our penal institutions therefore need to be at least sanitary. Food needs to be substantial; habits of living in such institutions need to be closely comparable to the status of living which society accepts as wholesome: opportunities for work, for recreation, and education need to be available for those who can profit by them.

Inhumane treatment of prisoners can have only the effect to make them less capable of competing for an honest livelihood than they were able to compete when they were sent to prison. The Commonwealth should guard itself carefully from any accusation which might be made that it imprisons a person and then seeks to destroy whatever hopes exist for this person's future honest living.

In the histories of many prisons which relate the degrading, bestial practices imposed upon the inmates, it is easy to understand how an inmate of these prisons could not escape being embittered by the treatment afforded him.

Merely to refrain from inhumane practices is preferable to the

use of such practices. Merely to conserve such favorable social values as a prisoner possesses at his incarceration is preferable to permitting vermin, disease, idleness, and other destroying conditions to rob him of health, and habits of industry.

Rather than merely *conserving* a prisoner's social values, it is preferable definitely to try to improve his value to the Commonwealth while he is imprisoned.

It should be able to be said that our prisons are *not* schools for crime. We should endeavor to make it possible to say our prisons are schools of citizenship.

HOW OUR PRISONERS ARE HOUSED

A recent review of the number of cells available in county prisons in this Commonwealth shows that, on the basis of one person to a cell, the county prisons lack more than 2000 cells to house the male population held in 1929. The figures on population are based on officials' reports showing the prison population on the last day of the month for each month of 1929.

The cell *need* for each month is shown as follows:

For County Prisons

Jan., 2300; Feb., 2313; Mar., 2093; Apr., 2036; May, 1815; June, 1629; July, 1686; August, 1842; Sept., 1768; Oct., 1890; Nov., 1668; Dec., 1850.

For Penitentiaries

Jan., 1707; Feb., 1539; Mar., 1594; Apr. 1802; May, 1728; June, 1749; July, 1673; August, 1650; Sept., 1713; Oct., 1741; Nov., 1771; Dec. 1760.

Since the above figures are based on the population in prison on the last day of the month only, the cell need shown here does not show the maximum need. In many instances the population in any given prison was greater or less than the number shown. These data give merely an indication of the cell needs in the prisons of the Commonwealth. The figures are for the male population only.

The need indicated is in process of some relief by building operations at Rockview and Graterford, for the penitentiaries; for the counties; in Delaware, and Berks. A few other counties are considering building operations.

During 1929 there were housed in the county prisons 1537 male and 96 female prisoners serving terms of more than one year.

Representatives of the Department make at least one inspection of all penal institutions each year. The results of these inspections are

used to compile a rating of the several institutions and as the basis for specific recommendations to each institution.

The rating scale in use at present follows:

EVALUATION—COUNTY PRISONS

I.	Administration	500	Points
II.	Buildings and Grounds	300	“
III.	Personnel	200	“
		1000	“

*Possible Actual
Points Points*

I. Administration—500 Points (To be penalized 100 Points, if on fee system)

1.	Board of Inspectors—or Sheriff and County Comm.	25
2.	Records, financial and statistical	25
3.	Records of inmates	25
4.	Organization and Division of Work	25
5.	Segregation—by sex, age and type	50
6.	Physical and Medical care of inmates	50
7.	Employment for inmates—other than domestic	50
8.	Recreational program (including library)	25
9.	Educational program	25
10.	General repair of plant	25
11.	Food—supply and cooking	50
12.	Clothing—condition and replacement	25
13.	Discipline	50
14.	Religious and moral instruction	50
		500

II. Buildings and Grounds—300 Points (To be penalized 50 Points if sanitation is poor—50 Points if lighting is poor—50 Points if ventilation is poor—50 Points if sufficient outdoor exercise is not provided)

1.	Construction—cell arrangement	25
2.	Ventilation—natural and forced	25
3.	Lighting system	25
4.	Sanitation, including plumbing	50
5.	Heating plant	25
6.	Fire protection	25
7.	Shops or farm work	50
8.	Exercise grounds	25
9.	Wall—adequate	25
10.	Security of building	25
		300

III. Personnel—200 Points

1. The Warden or Sheriff	
(a) Training	25
(b) Experience	25
(c) Personality	25
2. Staff—adequate and efficient	25
3. Discipline of officers and keepers	50
4. Previous training of officers and assistants	25
5. Matron for women	25
	200

HOW OUR PRISONERS ARE HOUSED

The following table compares the ratings given in 1929 and 1930. For purposes of comparison the numerical ratings are translated into letters; A is the highest score; F is a zero score.

DISTRIBUTION OF PRISONS BY DEPARTMENT RATINGS 1929-1930

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	1	2	3	4	5	6	7	8	9	10	Total
A																									
1929	8	4	4	4	0	0	1	0	0	8	0	3	0	0	2	3	7	1	40	23	2	15	21	34	180
1930	0	4	4	4	1	0	1	0	0	12	2	3	0	1	2	3	7	2	39	22	2	14	21	34	178
B																									
1929	0	34	20	15	2	3	3	3	2	47	6	24	4	2	21	17	34	20	21	35	3	16	12	26	370
1930	10	34	20	17	11	24	5	4	2	45	35	24	18	4	20	17	34	33	22	35	5	17	12	38	478
C																									
1929	59	22	29	43	26	41	4	9	0	11	52	34	28	8	95	39	22	32	3	5	5	5	3	6	524
1930	57	22	29	42	40	34	7	3	0	9	29	34	38	25	96	40	22	26	6	6	4	5	3	4	526
D																									
1929	0	7	14	5	32	17	10	9	1	1	9	6	32	31	9	8	4	12	0	4	6	1	1	1	220
1930	0	7	12	4	12	4	9	11	2	6	1	6	11	19	9	7	4	5	0	4	5	1	1	1	135
E																									
1929	0	0	0	0	6	6	11	6	1	0	0	0	3	17	0	0	0	2	0	0	2	0	0	0	54
1930	0	0	2	0	3	5	8	4	1	1	0	0	0	10	0	0	0	1	0	0	2	0	0	0	37
F																									
1929	0	0	0	0	1	0	38	40	63	0	0	0	0	9	0	0	0	0	0	0	49	30	30	0	260
1930	0	0	0	0	0	0	37	40	62	0	0	0	0	8	0	0	0	0	0	0	49	30	30	0	256

The present status of the county prisons is, in part, revealed by the following data from the Field Representatives' reports.

On all items rated "A" the ratings remain practically constant for the last two inspections.

On items rated "B" decided improvements are noted under "Segregation—by sex, age, and type," "physical and medical care of inmates," "food supply and cooking," "discipline," "sanitation."

The improvements noted above seem to be general. The institutions as a whole show a definite tendency to improve their rating status.

Conditions which show practically no improvement and which are rated low are:

Exercise grounds (30 prisons rated F)

Shops or farm work (49 prisons rated F)

Educational Programs (62 prisons rated F)

Recreational Programs (40 prisons rated F)

Employment for Inmates (37 prisons rated F)

A summarization of the findings of the Department's representatives indicates that the most favorable conditions in the County Prisons are:

1. Security of the building	62
2. Heating plant	61
3. General repair of plant	57
4. Fire protection	55
5. Lighting system	41

The conditions which are shown to be favorable are those affecting the building structure. With secure prison structures, in good repair, the prison officials may well devote time to improving the conditions shown to be least favorable.

With the possible exception of exercise grounds, every one of the poorest conditions is a problem of management.

The prison officials are to be commended for the general improvements made. These improvements reflect credit on the integrity of the men in charge of the responsible institutions.

Especially is the recorded improvement in food supply and cooking to be commended. 37 of our prisons are reported to be good. This seems to be a small number of prisons to have "good" food and cooking, but when it is noted that the preceding year showed only 6 prisons so rated, much encouragement is found.

A similar statement is pertinent in connection with "segregation by age, sex, and type." Twelve prisons are reported to be "good" as compared with the previous year's status, 2.

Twenty-four prisons are reported "good" in connection with "Physical and Medical Care of Inmates" as opposed to 3 the preceding year.

Thirty-five prisons are now reported "good" in sanitation as opposed to 21 the preceding year.

In 18 of the prisons, discipline is rated "good" as opposed to 4 for the year preceding.

The fact of improvement is encouraging. The condition of the Commonwealth in these particulars cannot yet be said to be good.

THE COST TO THE STATE

Compilation is from the annual financial reports.

The simple cost of keeping prisoners in the penal institutions is not the only cost to the State. The families of many prisoners need to be supported while the wage earners are incarcerated. Public funds are frequently drawn upon to support these families.

In spite of the fact that different types of structure and equipment, management, and record keeping exist, the following selected totals and items of cost give a rough picture of certain costs to the counties incident to maintaining their prisoners.

Prices vary in different localities, salaries and operating costs are affected by different local conditions. It would not be a precise procedure to compare one institution against another on the basis of these data alone.

We can gain much as a state by the simplification and standardization of record making and keeping of prison data.

There is an indicated tendency for the cost to vary inversely with the size of the prison, yet we cannot be dogmatic in the interpretation of these figures. We would expect to find the Allegheny County Prison to show a higher inmate food cost than the Allegheny County Work House since the Work House is the larger institution, yet the nature of the activities of the institutions needs to be considered.

Where the population is "in and out," as in the prison, many meals may not be fed that would appear to be fed when an "inmate day" is used to determine food costs. For example: a person may be admitted in the evening of one day and discharged after breakfast the next day. The two inmate days which would probably be recorded suggest six meals, where, it may be possible, only one meal was fed.

Many other elements affect costs. These figures should be interpreted very cautiously. They do present a clearer picture of conditions than no data at all.

One condition is evident, the records and practices vary widely from whatever basis we measure.

From the data available on Annual Financial Records submitted by the counties:

Inmate prison days 2,392,741

Approximate Average Cost per Inmate Day for the County Prisons:

Maintenance 1.01

Food 19

Cost of counties (reporting) transportation to other institutions:

Transportation\$67,217.29

Board\$2,161,446.01

Aggregate cost to counties (as reported) for prisons:

\$5,158,733.60 for 1929.

FOOD COSTS DISTRIBUTION

.10- .15	Philadelphia, Washington, Allegheny County Prison, Allegheny County Work House, Centre
.16- .20	Cambria, Indiana, Lycoming, Lebanon, Delaware, Chester, Dauphin, Westmoreland, Lawrence, Blair
.21- .25	Schuylkill, York, Berks, Bradford, Bucks, Erie, Lancaster, Somerset
.26- .30	Armstrong, Beaver, Butler, Cumberland, Franklin, Luzerne, Clearfield
.31- .35	x x
.36- .40	Lehigh, Northampton, Fulton
.41- .45	Fayette
.46- .50	Tioga, Clinton, McKean, Mifflin
.51- .55	Union, Wyoming, Adams, Greene, Jefferson
.56- .60	Forest
.61- .65	Warren, Bedford, Huntingdon
.66- .70	x x
.71- .75	Juniata, Clarion, Wayne
.76- .80	x x
.81- .85	Elk
.86- .90	x x
.91- .95	Snyder
.96-1.00	x x
1.01-1.05	x x
1.06-1.10	x x
1.11-1.15	x x
1.16-1.20	x x
1.21-1.25	x x
1.26-1.30	Pike

Range—.10 to \$1.28 per inmate day

MAINTENANCE COSTS—INMATE DAYS

.50- .60	Washington, Allegheny County Prison
.60- .70	Westmoreland, York, Cambria
.71- .80	Philadelphia, Dauphin, Erie, Lawrence, Blair, Clearfield, Bradford
.81- .90	Schuylkill, Berks, Chester, Franklin, Greene, Lancaster, Indiana
.91-1.00	Northumberland, Allegheny County Workhouse, Fayette, Lycoming, McKean, Mifflin
1.01-1.25	Montgomery, Armstrong, Beaver, Bucks, Jefferson, Bedford, Huntingdon, Butler
1.26-1.50	Wyoming, Adams, Centre, Clinton, Cumberland, Delaware, Lebanon, Somerset, Lehigh, Luzerne, Fulton
1.51-1.75	Northampton, Tioga, Warren, Wayne, Clarion, Elk, Juniata
1.76-2.00	
2.00-2.50	Forest
2.51-3.00	
3.01-3.50	
3.51-4.00	Snyder, Union
4.01-5.00	
5.01-6.00	Pike
Range—.50 to \$5.29 per inmate day	

SIZE OF PRISON

MAINTENANCE COSTS

	40— 50	51— 60	61— 70	71— 80	81— 90	91— 100	101— 125	126— 150	151— 175	176— 200	201— 250	+
1—5 Cells												
Pike(8)												x
Sullivan(8)												
Fulton(8)								x				
Juniata(8)									x			
Union(8)												x
6—10 Cells												
Jefferson(6)							x					
Greene(7)					x							
Wayne(7)									x			
Cameron(8)												
Forest(8)											x	
Montour(8)												
Snyder(8)												x
Wvoming(8)								x				
11—20 Cells												
Somerset(6)								x				
Adams(7)								x				
Bedford(7)							x					
Centre(7)								x				
Clarion(7)									x			
Clinton(7)								x				
Elk(7)									x			
Huntingdon(7)							x					
McKean(7)						x						
Mifflin(7)						x						
Monroe(7)												
Perry(7)												
Potter(7)												
Susquehanna(7)												
Tioga(7)									x			

SIZE OF PRISON

MAINTENANCE COSTS

	40— 50	51— 60	61— 70	71— 80	81— 90	91— 100	101— 125	126— 150	151— 175	176— 200	201— 250	+
21—30 Cells												
Blair -----(5)				x								
Clearfield ----(5)				x								
Armstrong --- (6)							x					
Bradford ----(6)				x								
Butler -----(6)							x					
Carbon -----(6)												
Crawford ----(6)												
Fanklin -----(6)					x							
Indiana -----(6)					x							
Mercer -----(6)												
Columbia ----(7)												
Warren -----(7)									x			
31—40 Cells												
Bucks -----(6)							x					
Cumberland --(6)								x				
Lawrence ----(6)				x								
Lebanon ----(6)								x				
Lveoming ----(6)						x						
41—50 Cells												
51—75 Cells												
Westmore- land -----(3)			x									
Berks -----(4)					x							
Delaware ----(4)								x				
Erie -----(4)				x								
Fayette ----(4)						x						
Lancaster ----(4)					x							
Beaver -----(5)							x					
Chester -----(5)					x							

SIZE OF PRISON

MAINTENANCE COSTS

	40— 50	51— 60	61— 70	71— 80	81— 90	91— 100	101— 125	126— 150	151— 175	176— 200	201— 250	+
76—100 Cells												
Montgomery --(4)							x					
Schuylkill ----(4)					x							
Washington --(4)		x										
Northumber- land -----(4)						x						
York -----(5)			x									
101—150 Cells												
Lackawanna --(3)												
Luzerne -----(3)								x				
Cambria -----(4)			x									
Dauphin -----(4)				x								
Northampton (4)									x			
Lehigh -----(5)								x				
500—1000 Cells												
Allegheny County Prison -----		x										
1000+ Allegheny County Work House --						x						
Philadelphia ----				x								

FOOD COSTS BY INMATE DAYS

SIZE OF PRISON

Inmate Days	0— 10	11— 20	21— 30	31— 40	41— 50	51— 60	61— 70	71— 80	81— 90	91— 100
0—1,000						1				1
1,000 to 2,000				1		2		1	1	
2,000 to 3,000					2			2		
3,000 to 4,000						1				
4,000 to 5,000							2			
5,000 to 10,000		1	2	1	1	1	1			
10,000 to 20,000		3	6			1				
20,000 to 30,000		2	1		1					
30,000 to 40,000		1	1							
40,000 to 50,000		3	1	2						
50,000 to 60,000		2	2							
60,000 to 70,000			2							
70,000 to 80,000										
80,000 to 90,000										
90,000 to 100,000										
100,000 to 200,000										
200,000 to 300,000	1									
300,000 to 400,000		1								
400,000 to 500,000										
500,000 to 600,000										
600,000 to 700,000										
700,000 to 800,000										
800,000 to 900,000		1								

THE EFFECTS OF PRISONER IDLENESS

Aside from the fact that to compel a person to remain in idleness for a length of time is injurious to that person's physical and mental vigor, such a condition compels him to acquire habits of idleness. In addition it creates the idea in his mind that he is living at the benefit of the State.

It is interesting to note that the months of highest prison population are the winter months. It is not impertinent to speculate as to whether or not many penal inmates do not find the living conditions in our penal institutions favorable for a winter vacation.

To permit the great number of persons who are kept in the penal institutions to deprive themselves of the benefits of their labor is an injustice to the State, as well as to the prisoners.

As is shown in the summaries of the representatives' reports, labor activities in our prisons is one of the conditions found to be most deficient.

There is a large number of prisoners who have persons dependent upon them. They should contribute to the support of their dependents. Each prisoner should certainly support himself in prison.

Many of the inmates of our penal institutions welcome opportunities to work.

There is a group in the prisons which is content to do nothing. To charge the worker for his board and to furnish the loafer with free board is an injustice.

Every prisoner should work at valuable labor in the service of the State.

POSSIBILITIES OF PRISONER LABOR

It is lawful in this Commonwealth for inmates of penal institutions to work for the benefit of any tax supported institution or division of the State. When means are found to employ prisoners on the work of maintenance of buildings and grounds of our various State and county institutions, or to reclaim waste lands, or to raise produce for consumption in public institutions, and when ways are found for the adequate exercise of all the prisoners at some gainful occupation, not only the State is benefited by the results of these labors, but the families of the prisoners are able to be supported in part, at least by the labor of their wage earner.

Such labor has the effect of assisting the prisoner to regain his self respect. The most harmful condition in our penal institutions at present is to be found in the absence of occupations for the inmates. This waste of human labor should be salvaged.

Properly administered, work in our penal institutions will minimize the control problems always existent.

There should be no prison made goods sold on the open market. Prison goods and prison labor should benefit the Commonwealth by their sale to tax supported institutions and divisions of the Commonwealth.

The savings to the Commonwealth would accrue to the citizens in different ways:

1. The "profit" on prison made goods would be retained by a *tax* supported institution.

2. The costs to the institutions purchasing would be a "book" cost.

3. The money earned by prisoners would make it possible for the prisoner to pay for his own keep, and thus relieve this cost from the tax payer.

4. The money earned, above the cost of his "keep," paid to the prisoner, could be available to his family while he is incarcerated or to himself at his discharge—thus relieving the county of the necessity to support the families of prisoners who are needy.

5. The money saved to the prisoner's account would give him a "nest egg" for use on his release from prison.

The benefits of labor to the prisoner himself is probably of most value to the Commonwealth. Habits of industry are essential to good citizenship, and a powerful factor in avoiding crime.

As the prisoner made goods should not be sold on the open market, so should tax supported institutions and divisions of the Commonwealth buy from prisoner industries. It is a measure not only of humane, educational therapy to keep prisoners at work, but it is a measure of sound economy to the Commonwealth. Economy, through the conservation and improvement of human values, and economy through reduction of money paid out.

This economy is realized more fully when every tax supported institution saves on expenses by using the labor of the inmates of the prison. The county prisons have scarcely touched this issue.

NOTE: Work of the character suggested here is conducted in the State penal institutions by the Prison Labor Division of the Department of Welfare.

A list of activities reported in selected counties illustrates types of activities now found in a few of our prisons.

ALLEGHENY COUNTY WORKHOUSE

Employs inmates in five large shop buildings at furniture manufacture, weaving, broom manufacture, shoe making, machine and tin work, also on road construction and care of grounds. Pay on "task" system for workers in furniture, broom, and weaving shops.

BEAVER

Court House maintenance, painting, road work.

BERKS

Employs inmates in shops at—

Weaving carpet and rug manufacture.

Road work and bridge repairs.

Care of public park, janitor work at Court House, and, at present,

Road building and clearing of new farm tract in preparation for new prison building construction.

Shop and road workers on pay.

CHESTER

Employs inmates in shop and cell work at weaving cloth and manufacture of carpet and rugs, also caning chairs and work of preparing rags for carpet manufacture. Both industrial and domestic workers on pay. All convicts and a majority of untried employed.

DELAWARE

Employs inmates in shops at making carpet and rugs, also preparing materials for that work; caning chairs; quarry work, and construction of new prison farm buildings; road construction and fencing on new farm, also bridge repairs and care of court house grounds. Pay to shop and construction workers.

LEHIGH

Employs inmates in shops at weaving, and carpet and rug manufacture, also in preparation of materials for that work. Large number of inmates on road work and bridge repair. Work outside on prison ground. Industrial workers on pay.

MONTGOMERY

Employs inmates in shops at preparing materials for carpet manufacture, knotting rugs, chair caning, making cabinet articles, repairing shoes. Outside work on roads and street paving. Shop buildings built by inmate labor. Both industrial and domestic workers on pay—the former from shop profits and the latter from profits of a prison store.

NORTHAMPTON

Activities at this prison are similar to those at Lehigh.

SCHUYLKILL

Shop fitted up in separate cells (not used for sleeping) for manufacture of carpets and rugs, also weaving of cloth, furnishing employment under pay to a considerable proportion of the population.

Extensive farm activities are in operation at the Allegheny County

Work House, and the county prisons at Berks, Delaware, Montgomery. Major farming work is done at Huntingdon Reformatory, at the Industrial Home for Women, and at Rockview Penitentiary, and is planned to develop rapidly at New Eastern.

OBSTACLES TO PRISONER LABOR

There are many reasons why the labor of prisoners has not been made more accessible than it now is. In prisons where only two or three persons are housed for brief periods, it is obviously impractical to have these men work at any productive industry, or other labor. Where the number of inmates in a given prison is somewhat larger but still too small and too transient to make it practical to operate farms or other types of industry, it is obviously not wise to spend the capital necessary to install and operate these industries.

Many of our prison buildings are very old. They are not suited for the introduction of any but desultory cell type labor.

It is considered that cell type labor is possibly better than nothing, but it certainly is not a desirable type of activity in which a person should engage, particularly a person who has been found unable to play the rules of the game. The value of articles made in cell labor is usually much less than the prices for which the articles are sold. The effect of getting a price far beyond the value of the article has a harmful effect on the inmate.

Many other conditions operate against the more adequate introduction of labor for the prisoner. Possibly the most pertinent obstacle is the many small penal institutions which exist, and the absence of any comprehensive plan for utilizing the prisoners on public projects.

By referring to the table, under caption No. 7, showing the number of prisons and the number of cells per prison, it is readily perceived how difficult is the task confronting the prison officials in effecting any constructive work program. Only nine of the county prisons have more than 100 cells.

The examples given under caption No. 9 are encouraging even though they are few and relatively little developed.

DIFFICULTIES IN PRISON BUILDING PROGRAMS

In this Commonwealth, in general, we are facing an overcrowded condition in our county prisons. Many of our counties operate under special legislation which was in existence and has not been affected by the constitution of 1873. Many of our counties are deterred from expanding their penal accommodations because of the costs. Many of our smaller counties have an underpopulated prison and have high inmate costs.

To secure prison buildings which will care for the present State prison needs requires prison construction. The Act of 1929 called the Industrial Farm and Work House Act makes provisions for ten industrial farm districts of the State.

The Department has been making intensive studies of these separate industrial farm districts to determine whether or not the counties of each district wish to develop a prison building program, as permitted by this Act. It should be noted, however, that any one county of any group can prohibit the provisions of this Act being carried out.

The building at Graterford and at Rockview promises relief, but that this relief is sufficient may be doubted.

It would probably be sound practice to defer the abandonment of Eastern Penitentiary until it is definitely established that it is not needed.

To build a penal institution that will provide adequate maintenance, custody, welfare, and training of its inmates is not a simple task.

In the attempts to obtain security we permit our fears to override good judgment in the extremes to which we frequently go to erect bomb proof structures.

Prison buildings need to be secure. But it does not follow that we should spend four, five, or six thousand dollars for a single cell.

In the face of riots in prison, the popular reaction may be to build regardless of cost. This is an error.

The security of a prison is more a matter of administration than of building. Certainly a prison structure should be securely built, but no more securely than is necessary.

It seems ridiculous to spend millions on a prison building for the sake of security when most of the inmates of that prison are to work outside its walls daily.

Money spent for adequate management is better spent than is money spent for excessive building. When the management selected demonstrates its inadequacy it can be replaced. When a building demonstrates its inadequacy it remains to mock us.

There is a point beyond which it is unreasonable to spend. Money for locks and bars and walls. Just what that point is should be determined without capitulating to the example of custom, or uncertainties.

It appears to be a very costly practice for separate counties to build to care for their local prison needs.

It is not enough to have a sufficient number of cells. Facilities for maintenance, welfare, and training need to be present.

Prisoner labor is one of the most effective of these measures. For

separate counties, especially the smaller ones, to attempt to meet the problem adequately is very difficult.

Some provision, the Industrial Farm Act of 1929, or a comparable plan, which permits larger prison units will make possible more effective programs.

(We should not neglect the benefits accruing to the State through the use of prisoner labor in connection with tax supported institutions or divisions of the State).

Local counties, in the main, are attempting to do a good job with conditions as they find them. It is very probable they will need assistance to accomplish the ends they seek.

THE DIFFICULTIES IN PRISON MANAGEMENT

The prison official has frequently been held in disrepute in connection with many recent prison disorders. It should be borne in mind that many prison officials are given an extremely difficult task when they are furnished with an antiquated, inferior building structure, defective plumbing, lighting, and other defective or deficient conditions relative to the prison structure, and are still expected to run a proper prison.

Into such an institution there are placed all kinds and conditions of inmates from youthful first offenders to the hardened criminal, together with the inebriate and otherwise diseased persons.

In the older type building especially, there is reflected the excessive stress placed on the punitive phase of imprisonment. In cage type or tomb like cells a prisoner can find relief from the oppression of such confinement only through some measure of activity.

The older type building rarely provided adequate facilities for work or exercise. The maddening effects of inactivity are found in the sullenness, morbidity, and many other forms of prisoner attitudes which are related to the discipline or control problems of management.

In cramped space, forbidding to the senses; with inmates overcrowding the cell space, it should not be surprising that our prison officials are perplexed in their efforts to conduct an efficient and economical institution.

No one can say with finality that our prison officials are not capable of handling prison work efficiently until institutional situations are made such as to permit them to work.

Yet, in spite of poor building conditions, some of the prison officials do meritorious work.

In some of our prisons the officials have found ways to provide sanitary, wholesome, living conditions, to provide work for at least a

portion of the inmates, to carry out the law requiring physical and mental examinations of inmates, to feed properly and otherwise to conserve, and to some degree improve, the physical, mental, and social values of the inmates in their charge.

Facilities which hamper work directly affecting the prisoners, hamper, likewise, the facilities for the training of prison officials. Improvement in prison service requires well trained personnel. Schools for guards and other officers are found in some of our institutions and should be found in all of them.

The salaries paid to guards are too low and should be raised in order to attract and to hold suitable workers and properly to compensate efficient work.

The officials who do this are doing their duty.

The small prison with relatively few inmates, and many of these serving short terms, does not offer a satisfactory opportunity to prison officials to keep the inmates profitably occupied. They then are confronted with the curse of an idle prisoner.

There is nothing hopeful to be said for the idle prisoner. The apathy that grows in the bog of idleness permeates the entire atmospheres of the institution and affects all the persons connected with the prison in any capacity.

With opportunities for keeping prisoners at work every day for a full working day, one of the principal, fundamental factors of prison disorder can be relieved.

No one would think of putting a group of ten children into a boat designed for two, place an official in the boat with a broken oar, and expect that official to carry the children across a river to safety.

We pack our prisons, give our prison officials pieces of oars and expect them to convey their charges across the turbulent ocean from crime to social order.

CLASSIFICATION BY INSTITUTIONS

Whether we should attempt to classify within an institution only, or whether we should attempt to have institutions classified to take care of a particular type of offender is a question which necessitates very serious consideration.

Legal provisions exist which require segregation of the physically diseased, mentally weak, evilly inclined, et al.

Where the prison houses only a few men and no effort is made to do other than keep the men in cells, this problem is frequently met by solitary confinement.

Where the prison population increases in numbers, the mixed characters of the population become more evident.

For any given institution to care adequately for tuberculars, venereals, habitual criminals, youthful offenders; inmates who are dull or intelligent; good work men or loafers; amenable to control or beligerant—is an extremely costly and, at best, a most difficult task.

Where work is provided for a portion of the inmates and not for another portion, the resulting feelings of resentment for lack of work opportunities, or the injustice to those who work while others profit equally and loaf, is a critical phase of the problem of management.

It is extremely difficult to control all types of persons by the same method. One staff has a stupendous problem when confronted by this task. The result of such attempts is frequently to use the method of control which is effective with the most difficult persons.

To have different systems operative upon a single group of inmates lays the management open to charges of favoritism. Resentment is stirred in the minds of those who feel they are discriminated against. The seeds of discontent are readily fanned.

Management would be simplified were there to be sufficient numbers of inmates to operate a working prison, one large enough to make possible adequate work and training facilities.

To have such sizeable institutions constructed for certain types of offenders would further simplify the control problems as well as the problems incident to proper selection of work. If, for example, inmates who require extended hospitalization were removed to a common centre, the other inmates who are able to work would not be annoyed by the presence of the sick, and the sick would have better opportunities to recover.

Institutions properly classified will afford much more opportunity for efficient management than unclassified institutions. The cost of such institutions would probably be less than the present type.

BASES FOR CLASSIFICATION

The basis for judgment is, in part, the age of the offender and the nature of the crime committed.

Certain county prisons are legally able to house "penitentiary type" prisoners.

It may not be amiss to speculate on the origins of legislation which definitely mark 16 years an age for one type of incarceration, and certain types of crimes for certain institutional incarceration.

Such speculation would include the genuine human sympathy for children on the one hand and the human fear and demand for protection on the other.

Speculations are not permanent foundations on which to build. The point here pertinent is that when the prisoner is incarcerated it

is not the province of the prison officials to deal with the crime. Rather his business is to deal with the *person* of the convict.

There is a relationship between the crime committed and the activities of the convict in prison, but, whatever that relationship is, it is to be found in the *person* of the convict.

Society is being protected from the danger of the convict's presence while he is in prison. It is interested, in this state, in the maintenance, custody, welfare, and training of that convict while he is in prison, expecting that, by reason of the proper conduct of these activities, the convict will not be dangerous to society when he is released.

If this permanent safety will be secured by the correction of physical conditions and habits, or by the correction of mental or educational conditions of whatever nature, it is apparent that these corrections should be made.

Conditions of physical or mental disease need to be cared for by the medical profession. The correction of faulty attitudes, habits of labor, thrift, and other habits incident to faulty living are the concern of the educator.

Act No. 208, 1921, specifies certain bases for classification. Whether or not these bases form the only ones merits consideration. It appears, however, that the bases here given might be reduced to form some more general principle which would permit extensive building programs to be made.

The above act specifies inmates shall be segregated according to physical condition, mental condition, and that habitual criminals, or those found evilly inclined shall be segregated from the other inmates. The act of 1903 requires juveniles to be held separate from adult convicts.

The separate acts, that of April 18, 1929, No. 239, and of March 9, 1927, No. 13 indicate the lawful expectations of what conditions should exist in a proper prison.

These acts specify that four general factors are bases for determining the suitability of a prison: maintenance, custody, welfare, and training.

What are suitable conditions for maintenance, custody, welfare, and training for the prison inmates? Are they the same for the physically diseased as for the physically robust: for the mentally weak as for the mentally strong: for the habitual criminal as for the inmate not habituated in criminal activities: for the "evilily inclined" as for the inmates who enter into the activities in the prison energetically, and who are not dangerous to the prison community?

There is now in effect certain general classifications among the institutions.

The juveniles are sent to certain correctional institutionals when they are not over 16 years of age. Over 16 years of age they may be sent to another institution, reformatory in type. The persons considered to be more difficult to control are sent to the prisons and penitentiaries.

Whether physician or educator, the first step is a diagnosis to find the need which exists: second, the planning of a program of treatment.

With the physician's and the educator's plan, there is always included treatments suited to the *individual* needing treatment.

Diseased persons who are constitutionally strong will respond most quickly under the physician's ministrations. Those who are constitutionally weak will respond less quickly.

Similarly, the person who is constitutionally strong in terms of *learning ability* will respond most quickly to the ministrations of the educator. Those little able to learn will respond less well.

Prisoners are not all oppressed by the same degree of "criminality." They are not all equally difficult of restoration.

A general basis for grouping prisoners would seem to be the degree to which they are able to respond to corrective treatment, or more aptly, the degree of educability.

As our penal institutions develop existing programs for psychological and educational diagnoses, and as experience in the use of correctional treatment develops, we will be able to define more clearly just what structural arrangements and equipments will be best suited to the groups in our correctional institutions who are educable in different degree, and by different techniques.

DEVELOPMENT OF STANDARDS

In all of the prisons there is a noticeable lack of agreed upon standards. Before we can make any constructive progress, standards will need to be determined. It does not follow that standards once accepted need to be maintained. Nevertheless, agreed upon practices, prison structure, and the like give a working hypothesis. A survey and other tests will determine the adequacy of the standards proposed.

For the present it seems desirable to establish certain tentative standards, which will serve to form a mutually understood program for development.

Such tentative standards may be readily developed from the experimental knowledge of those engaged in work in prisons, and from the literature which relates the experiences of others.

When stated, such tentative standards can readily be subjected to scientific experimentative; from the results of such experimentative

the tentative "standards" which are found to be ill advised can be rejected, and those which are found to be correct may be retained.

A step toward stating certain standards was taken in a meeting of the Department officials and the heads of the State penal institutions. The experience and training of the persons represented, when stated in suitable terms give a basis on which to build standards which can thereafter be refined by careful measurement of their efficiency.

SEGREGATION

Selected institutions reported the following segregation in effect:

It is quite likely that these numbers would be greater were there places to use for segregation.

The *percentages* revealed here give a rough approximation to serve to estimate the pressing need for this group of inmates:

	<i>Prisons</i>	
	<i>Reporting</i>	<i>Numbers</i>
Tubercular	.006	51
Drug and Alcohol	.003	28
Venereal	.012	111
Epileptic and Other Physical ..	.003	29
Insane	.007	64
Mentally weak and other mental	.015	126
Sex perverts	.019	165
Trouble makers	.013	118

These percentages are lower than one might expect to find. In "Health and medical service in American Prisons" the incidence of tuberculosis is reported to be 1.1%, and of venereals, 6.4%.

Excepting the "trouble makers" none of these groups should be in the prison proper because of their effect on the other prison inmates. Where separate buildings, removed from the major group of the prison can be erected, as at present, at Rockview, these prisoners can be retained in penal custody and secure the extended hospitalization indicated.

On this basis it appears that provisions need to be made to house separately for the purpose 6½% of the prison population.

In view of the higher percentages found in the prisons surveyed by the National Secretary of Penal Information, and since normal probability suggests 9%, it is reasonable to propose that facilities for extended hospitalization be provided for 6½% of the prison group.

The male prison group serving long sentences exceeds 6000. The gross need for separate facilities is therefore, about 400. If the county prisons' populations are to be included, such facilities would approximate 600.

SEGREGATION TABLE

	Population	T. B.	Inebriate Drug or Alcohol	Venereal	Epileptic	Other Physical	Insane	Mentally Weak	Other Mental	Sex Perverts	Trouble Maker
Pa. Ind. Ref. -----	1,193	0	0	13	2	0	4	16	80	90	50
Eastern Pen. -----	2,393	9	2	2	1	5	1	22	0	44	34
Western Pen. -----	1,069	21	0	4	0	0	2	0	0	4	34
Rockview -----	911	0	0	42	1	0	*55	0	0	3	0
Allegheny Co. Jail -----	585	0	24	19	2	0	0	0	0	0	0
Allegheny Co. Workhouse -	1,170	6	2	10	1	6	1	4	0	1	1
Holmesburg -----	1,400	15	0	21	11	0	1	15	0	23	18
Total -----	8,721	51	28	111	13	11	64	46	80	165	118

*In psychopathic ward.

The institute for defective delinquents will relieve this group of a certain number. The population of such an institute will be relatively continuous and its size should anticipate accumulating numbers.

The need here indicated can be met by the erection of hospital accommodations for those requiring extended hospitalization, on a parcel of ground near the present psychopath building at Rockview.

This localization of inmates who require extended hospitalization would reduce overhead costs for care and would facilitate the work necessary.

The location of Rockview is considered to be especially suited for this work.

ESSENTIALS BEFORE CLASSIFYING

It is obvious that before it would be possible to classify any prisoners, we would need to know the conditions which would make such classification possible.

One way to learn the conditions affecting a given prisoner is to observe him. Prison officials may do this observing, or a specialist may do it. Opinions may be made the basis for classification, or some more accurate instrument than an opinion may be made serviceable. Where an opinion is to be offered as a base of classification on any matter of such great importance, the person who expresses such an opinion would probably require that a lengthy period be afforded him in which to secure his impressions.

The advance in the different sciences have produced instruments which will give reasonably accurate information in a relatively brief period where scientific instruments are used and careful examiners are employed.

STATE INSTITUTIONS

WESTERN PENITENTIARY

The completion of the 500 capacity cell block at Rockview is to be followed by the construction of an outside cell building to house 276. Plans have been approved by the Department of Welfare for this structure.

Accommodations should be planned for 1000 inmates for this institution's normal prison population without delay. This number should establish the maximal limit.

The establishment of facilities for the proper care of prisoners who require extended hospitalization should be carefully planned, and the needed buildings and equipment prepared at Rockview.

Prisoners not able to work by reason of physical illness or weakness should be housed apart from the normal prison population.

The character of the prisoners sent and retained at Rockview permit inexpensive construction and a widely diversified plan of activities.

Since Rockview was established, escapes without recapture have been less than 4/10 of 1%.

Rockview and Riverside institutions compose the Western Penitentiary. The Board of Trustees exercise control over both branches. This control is recommended to continue as now established.

EASTERN PENITENTIARY

The institutions at Graterford and at Philadelphia compose the Eastern Penitentiaries, in like manner as two institutions compose the Western penitentiary.

The single board of trustees for both institutions is considered advisable.

As now operative, the Pittsburgh and Philadelphia institutions are penitentiaries of original commitment. From these institutions prisoners are transferred to the institution best equipped to care for them.

By the proper adjustment of prisoners among the four institutions, the control problems incident to the security of the prisons are being relieved, and the prison morale is being improved.

There is no present evidence to show that the Philadelphia institution should be abandoned when Graterford is completed.

It is reasonable to anticipate an indefinite need for the Philadelphia institution. When relieved of congestion by the removal of prisoners to Graterford, there is still a distinct service which can be rendered.

While congestion obtained, the officials at this institution have worked under severe handicaps. It should be remembered that the county prisons of the State lack more than 2000 cells to care for their average population. There are more than 1500 male inmates of county prisons serving sentences of more than a year. The present deficiency in State institutions' cells approximates two thousand.

While building at Graterford and Rockview will relieve a portion of this need, an overflow from the county prisons may be anticipated.

PLANS AND PROPOSALS

1. The collection and dissemination of information affecting the penal situation in the Commonwealth, and the duties incident to the supervision of penal institutions form the fact finding duty of the Department of Welfare assigned to the Bureau of Restoration.

2. The identification of objectionable conditions in penal institutions and the direction to responsible authorities to remedy such conditions or to relieve the condition by transfer of prisoners, form the machinery to improve conditions in the various institutions.

The discharge of the duties assigned by the Industrial Farm and Workhouse Act of 1929 is related to these two functions of the Department, above stated, as the Department assists the different counties in their study of the question to determine whether these counties are able to take advantage of this permissive legislation.

The review of building plans for penal institutions, state and county, for the purpose of approving or disapproving them, is a duty of the Department related closely to 2 and 3.

3. To determine the capacities of State institutions and to determine and to designate the type of persons to be received by such institutions is a third separate activity of the Department of Welfare.

The duty of the Department with respect to these activities is defined in the Administrative Code of 1929, and further defined by other legislation.

In the discharge of these duties it is the experience of the Bureau, that the Bureau staff should be increased by at least one additional worker. (To serve the municipalities, the staff would need to be doubled).

1. A clerk-typist for office work in connection with the checking and follow up work incident to the collection and preparation of data, secured in compliance with Section 2304 of the Code of 1929, for statistical and other treatment, so that the results of these data are certain to be correct, and complete.

On July 28th the Bureau's staff was increased by the addition of a trained and experienced woman to study the problems incident to women in prisons.

ACTIVITIES OF THE BUREAU OF RESTORATION FOR THE IMMEDIATE FUTURE

1. The State institutions report their population, and other pertinent data, on forms submitted monthly. The counties have been reporting annually.

The information should be published at more frequent periods than yearly. The county data is necessary to complete the story of the penal condition of the Commonwealth.

The Department plans to introduce the monthly record from all penal institutions, and will assist any institution in the preparation of daily tally sheets, or other records which will simplify the preparation of these reports.

At the time this report is being written, all record forms are in the hands of the printer. The forms previously used have been revised to facilitate their compilation for the purpose of publication and study. The new forms are simplified.

2. The ratings given county institutions following inspections will be continued. The inspection form has been changed and the procedure of inspection has been altered.

The new form is objective in type and reduces the necessity for expressing "opinions." The intent is to secure a precise, factual statement.

The procedure on inspection now in effect is for the Department's Representative, together with the responsible prison official, to complete the inspection form independently. After the form is completed, the Representative and the local official to discuss those points on which there may be difference of opinion.

All of the local officials concerned are now being informed, immediately following the inspection, of the conditions found.

The report made by the Representatives now include those statements of conditions which affect the local situation as expressed by the local officials in addition to the Representative's findings.

This procedure has been adopted in order to make the inspection findings available at once to the responsible local officials, and to place the services of the Representative at the disposal of these officials.

This procedure is intended to increase and make more effective the cooperation between the Department and the local officials.

Frequently, the local officials are hindered by lack of funds to carry out a program which the situation requires. Where funds are not, and cannot be made available, it is apparent that this condition needs to be considered while studying the needs of the penal situation.

3. Together with the Division of Statistics, the Bureau of Restoration has developed a case record form which will greatly simplify record keeping where adopted. This form has just been completed. When in effectual operation it will provide quantitative data on each convicted prisoner, and should reduce the time and labor of county officers in keeping records of this nature.

4. The Department is making an intensive survey of the Industrial Farm Districts created by the Act of 1929. It is endeavoring to combine its duties to inspect and to make constructive recommendations in assisting the separate counties of each district to study the conditions incident to carrying out the provisions of this Act.

The Commonwealth is in need of about 4000 cells to house its adult penal population. Penal building construction is an indicated necessity. The Department is endeavoring to assist the officials concerned in the study of this problem.

If the Industrial Farm Act, as now written, does not provide the proper plan, it is imperative that the proper plan be devised.

Counties whose prison population is less than 100, should be able to be relieved of the task of maintaining a separate prison.

It is perhaps needless to repeat that the general policy of larger penal institutions is desirable in the interests of more efficient and more economical construction and management. It would be helpful if contiguous counties could join in prison construction where their average prison population exceeds 300.

Reference to the data in this report which indicates, especially, the lack of work opportunities in the county prisons, and the story of idleness which this lack connotes, implies very strongly that the county prison is not an effective institution further than to detain a prisoner.

The larger prison, probably not less than four hundred or more than one thousand inmates, will reduce overhead, and, through the activities therein able to be conducted by efficient management, will probably be able to reduce the costs of maintaining not only the prison, but also the maintenance of other tax supported institutions through the products of prisoner labor.

Adequate staffs and facilities for work can be secured for larger institutions which are not practicable for small prisons.

The Department has prepared "Recommendations for the Management of County Prisons," based on the problems most frequently encountered by the Representatives. A study of the Adequacy of the County Penal Institutions is in the printer's hands. Other publications will be released periodically on separate phases of prison problems. With the desired personnel included in the Bureau, this work can be expedited.

A study is now in process seeking to state tentative standards in connection with penological practices. The problem of food costs is being studied in connection with foods now being served in the prisons.

The Department is attempting to itemize the elements of cost to discover the most economical practices connected with prison management.

When the Bureau's staff personnel permits, it is hoped a periodical can be issued which will review regularly news of interest to the prison officials particularly. Through such a periodical in addition to current news of this Commonwealth, the most recent studies in penology may be circulated among our prison officials.

6. Legislation in effect provides avenues for relief for the building needs of the Commonwealth.

In brief, each county may build, two counties can join to erect a workhouse for women, ten separate regions may join to erect a regional prison. The State institutions may build or alter their structures.

The element of cost is critical in all instances.

The important consideration is to erect prisons which will provide adequate and efficient maintenance, custody, welfare, and training at the most economical cost.

An efficient institution is less costly than a makeshift.

a. Increased accommodations at Rockview are essential. Provisions at Rockview to care for prisoners requiring extended hospitalization are necessary.

b. Plans need to be considered to relieve the reformatory congestion.

Present extensions at Huntingdon will relieve the situation only in part. Another reformatory institution should be planned to care for the housing of this type problem and to permit classification of inmates by institutions.

The present commendable educational work at Huntingdon Reformatory will be aided by such provisions.

c. Definite study and planning for the care of the female prisoner is urgent. With the woman representative of the Department to attend to the details of such study, it is expected that proposals in this regard may be expedited. At present it is certain that there is an urgent need for housing female tubercular convicts.

In conclusion;—The penal situation in Pennsylvania is in need of relief through a building program.

With the anticipated improvement in record forms, more highly cooperative procedures incident to inspections and local study; with the added Bureau employees indicated, to care for the tabulations and

publications of the criminal data secured by the Department, and with the awakened public interest in the problems of crime, the Department believes that a program for adequate study of our penal needs, for economical building and salutary practices of management will progress more rapidly in the future than in this closing biennium.

A program for efficient control of the penal problems of the Commonwealth would be helped immeasurably were the existing laws, affecting prisons and prisoners, to be codified and those amendments made which would standardize procedures throughout the State.

Included in such standardized procedures, there should be provision made to make possible continuing policy in each county. Where officials change at relatively short intervals, the prison situation makes little effective progress.

The Department wishes to express its appreciation for the growing cooperation of the officials in charge of prisons. Serving as it does to integrate the activities of the separated institutions in the Commonwealth, the success of Pennsylvania's attack on its penal problems is dependent on this cooperation.

RECOMMENDATIONS

The following recommendations are considered to be urgent :

1. Expand the State Industrial Home for Women, without delay, to four hundred capacity.
2. Add accommodations to Rockview to 1000 capacity.
3. Provide additional units for New Eastern to 1600 capacity.
4. Provide one unit of the Institute for Defective Delinquents.
5. Authorize the selection of a site for a second Reformatory, and the drafting of plans for its construction, to house not more than 500 boys. This institution will provide needed relief for Huntingdon (after the present construction is complete) through classification procedures.

COUNTY PRISON

1. There is a pressing need to review, revise, and codify the laws affecting prisons and prisoners. A commission needs to be created, and an appropriation made, to prepare such a codification with the cooperation of the Departments whose work is related thereto.

At present different practices obtain and, as a consequence accurate data pertinent to criminal statistics is difficult to secure. These data are essential to the formulation of a comprehensive program for efficient penal institutions.

It is here proposed that legislation in keeping with these recommendations should make possible the completion of the buildings and the introduction of simplified and complete record keeping, and penal practices, within the beginning calendar year.

PRISON INDUSTRIES

The biennium closing May 31, 1930, marks a very successful two year period in the Prison Labor Division. While the industries have been expanded and placed on a more efficient operating schedule the real development period insofar as new industries are concerned has been passed, and as a consequence it has permitted the management to give more time and attention to a careful analysis of the various branches with a resultant smoother flow of the work in all its phases including—the purchasing of raw materials, plant operation, wage payment plans, finished goods stocks, and sales. All of these have been reflected in the present healthy condition of the industries. Inventories of raw and finished goods are ample but not top heavy, machinery and equipment have been kept in first class working order, and additions have been made where necessary. Inmates have been employed up to the capacity of the various shops, vocational training has been carried on intensively, and the balance sheet as at May 31, 1930, shows the Division to be in excellent financial condition.

As has been true for the past several years, the Prison Labor Division has been entirely self-supporting, no appropriations having been received for seven years. This satisfactory showing has been made possible by the splendid response of the entire staff of superintendents, assistant superintendents, clerical help and inmate workers within the Division, together with the very wonderful cooperation of the officials of the institutions wherein the industries are located, the institution superintendents, buyers to whom Prison Labor products are sold, and the several Departments with which this Division is closely identified, which are Property and Supplies, Highways, Agriculture, Forests and Waters, and the Game Commission.

Among the more important changes affecting the Prison Labor Division in general, which have become effective during the biennium, should be mentioned the inauguration of a Centralized Purchasing Plan through the Department of Property and Supplies, the completion and occupancy of the new furniture factory at the Pennsylvania Industrial Reformatory, expansion of farm and garden activities at Rockview Penitentiary, the new style automobile tags involving changes in specifications both as to materials used and lettering designs, and the improvement and commercial standardization of all products. These will be referred to and explained in more detail under their proper headings.

PRODUCTION

Production in most cases has kept pace of sales and in some of the shops output could be increased considerably without the additional outlay of funds. However, until sales warrant increased production the shops cannot operate at their full capacity. The problem of operating at capacity is one which embraces many others and the solution of this problem would automatically eliminate several other obstacles with which the Prison Labor Division is continually confronted.

Capacity production would provide for the employment of more inmates, it would allow for the prorating of overhead expenses on an increased volume of goods with a direct decrease in the cost of individual items and therefore lower selling prices. This ideal cannot be reached, however, until a means has been found to increase sales. Under a separate heading a recommendation towards the solution of increased sales has been made.

Where sales have exceeded capacity output, and where the indications were that this condition would be permanent, provisions have been made to take care of the increased demand.

Rigid inspection of all work in process and finished goods has been enforced, wasteful methods of manufacture eliminated, and an effort has been made to constantly maintain production and manufacturing schedules on a par with high grade commercial factories.

SALES AND PURCHASES

Sales values of products total \$1,730,390.99; compared with \$1,811,045.58 for the biennium ending May 31, 1928, show an apparent decrease of \$80,654.59. This decrease in revenue is due to a reduction in the price of automobile tags. The sales value of Tag Department products totaled \$854,857.68 in the previous biennium as against \$623,517.79 for the biennium just ended, a difference in receipts from this source of \$231,339.89. Exclusive of the Tag Department the industries as a whole show sales values amounting to \$1,106,873.20, a net gain of \$150,685.30 over the previous biennium ending May 31, 1928, with sales exclusive of the Tag Department amounting to \$956,187.90.

Under the Centralized Purchasing Plan referred to elsewhere in this report, the Prison Labor Division has dealt directly with the Department of Property and Supplies where formerly sales were made to the individual institution. This new plan made effective at the last session of the legislature has placed the purchasing power for all State-owned institutions and agencies within the Department of Property & Supplies, excepting only certain commodities such as perishable food stuffs, fuel, and emergency requirements. It has worked out very

satisfactorily for this Division and has been the means of providing increased sales in many instances.

A very marked improvement in many of the products and the standardization and pricing of commodities on a commercial market basis has aided greatly in the disposal of Prison Labor merchandise and the prejudice against these goods so frequently encountered in the past, and so forcibly expressed, has now been practically eliminated.

Through careful planning and provision for anticipated requirements, the stock of finished goods has been built up so that in most departments shipments on orders can be made promptly, and this has proven very beneficial from a sales standpoint. In the past delays in filling orders had given rise to serious objections on the part of customers and sometimes resulted in the loss of valuable business. Salesmen have been provided with improved lists, revised weekly, which keep them informed at all times as to finished stock on hand and enable them to make definite delivery promises. Attractive, up to date catalogs of the various lines are also in the hands of the salesmen, together with specification sheets on all furniture manufactured at the Pennsylvania Industrial Reformatory. Altogether the sales are on a very satisfactory basis.

Purchases of raw materials have been made with a view of obtaining the best materials suitable for all requirements at the lowest market prices. Inventories have been maintained at high enough levels to avoid handicapping production, but strict economy has also prohibited the buying of excessive stocks with a consequent large tie up of funds. Machinery and Equipment have been purchased and installed where the necessity warrants but here, too, a careful check has been kept on all expenditures.

The balance sheet as at May 31, 1930, shows accumulated earnings which are a credit to the industries. It is only fair to mention, however, that during the formative and development period of the industries, expenditures were of necessity higher than has been true during the last two years.

EASTERN STATE PENITENTIARY

There have been few changes in the industries at the Eastern State Penitentiary, except in the way of general improvements in the products and replacement of worn out or obsolete machinery.

The shoe shop shows a return of \$17,000 over the previous biennium, but at the present time stocks of finished goods are at a maximum and orders are badly needed. It is expected this situation will be relieved as soon as institution appropriations are available for expenditure.

Hosiery and Underwear were sold in slightly larger volume than in the prior biennium. Some improvements have been made in the garments and additional machinery and equipment has been recommended to further improve the product, but purchase has been temporarily deferred until the new shops at Graterford are ready for use.

The Printing Department has been very busy and the fiscal year just closed shows the largest return in money value for the past four years. A contract for State institutional printing was secured which has provided a very satisfactory volume of work in addition to the regular lines.

The Weaving and Clothing shops are both working on a full time schedule and profits have exceeded the prior biennium. Especially is this true in the Clothing Department where sales total \$103,000 as compared with \$80,000 for the period ending May 31, 1928.

It is worthy to note that during the biennium the industries at the Eastern State Penitentiary have had the most profitable period in their existence.

There have been no changes in the civilian personnel and the superintendents have given first thought to the training of inmates, the real purpose of the industries. As large a number of inmates as possible has been employed, and the work has been carried on in a very satisfactory manner.

WESTERN STATE PENITENTIARY

The industries at this institution have been in production steadily throughout the period with the exception of the Brush Department. Only a very small volume of brush business has been received and but one or two men employed in this department.

Clothing and Weaving Departments both show very substantial gains in volume of orders received and show profits exceeding \$40,000 over the previous biennium. New machinery has been installed to take care of these large demands, including nine new wide sheeting looms and two blanket looms. Recently a new style blanket was introduced and the sales for this product have increased tremendously. Some machinery has been relocated to provide a more even flow of work through the shops and to increase the efficiency of shop schedules.

As mentioned elsewhere, Tag Department receipts fell off due to a reduction in the price of automobile tags, but production has been maintained at full capacity with the exception of two months between the letting of the new contract and the expiration of the old contract. The manufacture of road signs has added a fine volume of work to this Department, and with the addition of Hunters' tag contracts and miscellaneous other signs and tags, the tag shop is one of the busiest of all the industries.

It is expected that as soon as the new dining hall, which is under construction, is completed the old dining hall which is quite a substantial building will be available to the Prison Labor Division for the housing of additional industries.

NEW WESTERN STATE PENITENTIARY

Projects at Rockview have moved forward steadily. Farm and garden products have been packed each season in the cannery and the sale of futures has been remarkable. The entire pack has been sold each year as quickly as estimated quantity lists were available. Additional acreage has been planted to take care of increasing demands and new farm equipment, including an additional Fordson tractor, has been purchased to work this increased acreage.

The Forest Tree Nursery has shown a steady growth and millions of seedlings have been sold to this Commonwealth and to a dozen other States. This is a very valuable industry from a training standpoint, although the profits from this enterprise are small when compared to others.

PENNSYLVANIA INDUSTRIAL REFORMATORY

Industries here include the Furniture and Printing Departments.

Orders for printing have not been received in sufficient volume to permit the operation of the shop on a capacity schedule, but an attempt is being made to divert part of the work which was formerly done at the Eastern State Penitentiary in order to better round out the schedules. Some new equipment has been purchased and the shop is modern in every respect. It is housed in part of the fine new shop building which was recently erected. The moving of all machinery and equipment from the old quarters in part of the main building to these new quarters was accomplished with very little expense by inmate labor under the supervision of civilian employees.

Furniture business has grown beyond expectations during the past two years, showing sales values of \$121,709.00 as compared with the previous biennium sales of \$41,925.00. The products have all been improved both as to construction and design, and at the present time compare very favorably with high grade commercial furniture. The completion of the new shop building provided much needed additional space for the enlargement of this industry. Complete spraying equipment has been added, new dust proof glass enclosed drying rooms are in use, and considerably more storage space is available. Stock is being built up so that all shipments can be handled promptly.

A new truck was purchased recently and with this facility shipments are delivered quickly to the State Capitol and other points

throughout the State. It furnishes a very economical means of transportation and permits the delivery of furniture in a much more satisfactory manner than freight shipments.

An up to date sample room, equipped with samples of a full line of furniture, attractively displayed, is a feature of the new building. An additional building for the storage of kiln dried lumber is under contemplation. This building will also provide storage space for inflammable materials and for our truck.

GENERAL RECOMMENDATIONS

In order to maintain the industries on a high plane and to provide for sales which would demand maximum production and insure the employment of every able bodied inmate, it is recommended that a bill be prepared to present to the next legislature, which would provide compulsory buying by State-owned institutions and agencies. This plan of purchasing has been in effect in New Jersey and Massachusetts for some time past and has given the desired result.

The Commonwealth has set up industries for the employment of prisoners; it has a vast investment in machinery, equipment, stock, etc. It is generally conceded that prisoners should be employed for obvious reasons—for their own good while incarcerated; for their own and the public welfare when liberated; for the good of the counties responsible for their keep and for the Commonwealth which bears a part of their expense and for the taxpayers as a whole who ultimately shoulder the burden of keeping idle prisoners housed, fed, and clothed.

Compulsory purchase of prison made goods would make the inmates more nearly self-supporting, they would be in a position to help dependents through the allocation of part of their wages, and they would be returned to society fitted to take up a trade or occupation, which would be influential in making them desire to seek lawful employment. The Commonwealth would in a larger measure realize the fulfillment of its program of restoration and the investment as a whole would be well justified.

New shop buildings are recommended at the Western State Penitentiary. The present buildings are temporary steel structures and are not entirely satisfactory. They have been in service for about eight years and are now badly in need of repairs. They are unsuitable at the best, extremely difficult to heat in the winter time, and uncomfortably hot in summer. New buildings should be erected as soon as funds are available.

The establishment of an iron bed factory at the Western State Penitentiary is recommended as soon as space is available. This product

has a ready sale in other states, and our market would absorb sufficient quantities to warrant the undertaking.

New industries are under consideration for the Graterford Penitentiary. Definite recommendations are now ready for the consideration of those who are concerned.

This report is concluded by the showing of the following comparative tables of inmate labor employed, wages paid inmates, and a departmental comparison of sales values.

TABLE SHOWING EMPLOYMENT OF PRISON INMATES
For Two Years—June 1, 1928 to May 31, 1930

	Production Labor		Average Payroll	
	Average Number Men Employed			
	1928-29	1929-30	1928-29	1929-30
	Eastern State Penitentiary -----	287	300	304
Western State Penitentiary -----	198	228	264	300
Pennsylvania Industrial Reformatory ----	84	88	100	112
New Western State Penitentiary -----	65	62	150	180
Totals -----	634	678	818	905
Largest total payroll in any one Month—August, 1929 -----				1,070

TABLE OF WAGES PAID TO PRISON INMATES
For Two Years—June 1, 1928 to May 31, 1930

	Production Labor	
	1928-29	1929-30
Eastern State Penitentiary -----	\$40,590.20	\$43,363.77
Western State Penitentiary -----	29,153.07	30,260.92
Penna. Industrial Reformatory -----	2,240.53	3,334.84
New Western State Penitentiary -----	13,104.47	11,629.43
Totals -----	\$85,088.27	\$88,588.96
Average wage per day on Production Labor based on 300 working days per year -----	\$.447	\$.435

COMPARATIVE BILLING VALUE OF SALES
Two Years—June 1, 1926 to May 31, 1928

Department	1926-27	1927-28	Totals for Biennium 1926-28
Hosiery & Underwear -----	\$53,055.37	\$36,185.29	\$89,240.66
Shoe -----	120,542.60	116,734.03	237,276.63
Printing—East -----	29,612.72	29,921.16	59,533.88
Weaving—East -----	26,560.11	23,197.89	49,758.00
Clothing—East -----	42,628.10	37,741.61	80,369.71
License -----	445,635.41	409,222.27	854,857.68
Furniture -----	4,286.40	37,639.10	41,925.50
Printing—Huntingdon -----	1,095.53	5,065.80	6,161.33
Brush -----	6,291.70	2,979.31	9,271.01
Weaving—West -----	73,195.70	71,172.02	144,367.72
Clothing—West -----	54,359.36	53,955.02	108,314.38
Cannery -----	40,852.46	43,201.72	84,054.18
Garden -----	12,253.04	17,273.72	29,526.76
Nursery -----	5,707.69	8,746.54	14,454.23
Greenhouse -----		860.30	860.30
Concrete Block -----	788.97	117.64	906.61
Cannery—Muncy -----	237.00		237.00
Totals -----	\$917,032.16	\$894,013.42	\$1,811,045.58

Two Years—June 1, 1928 to May 31, 1930

Department	1928-29	1929-30	Totals for Biennium 1928-30
Hosiery & Underwear -----	\$43,248.07	\$48,311.22	\$91,559.29
Shoe -----	127,394.08	126,966.34	254,360.42
Printing -----	28,160.61	30,884.81	59,045.42
Weaving—East -----	24,856.42	28,023.40	52,879.82
Clothing—East -----	48,065.73	54,895.56	102,961.29
License -----	242,806.16	380,711.63	623,517.79
Furniture -----	49,990.10	71,719.15	121,709.25
Printing—Huntingdon -----	4,962.47	3,624.98	8,587.45
Brush -----	2,505.99	2,496.35	5,002.34
Weaving—West -----	82,427.14	83,027.70	165,454.84
Clothing—West -----	66,592.86	63,928.92	130,521.78
Cannery -----	44,933.70	33,900.88	78,834.58
Garden -----	12,869.67	6,988.77	19,858.44
Nursery -----	4,827.38	9,103.58	13,930.96
Greenhouse -----	1,243.05	924.27	2,167.32
Totals -----	\$784,883.43	\$945,507.56	\$1,730,390.99

COUNCIL FOR THE BLIND

The Pennsylvania State Council for the Blind was created by an Act of the General Assembly signed May 14, 1925. It began to function as a Departmental Administrative Board under the Department of Welfare, January 4, 1926.

Under this Act the Council has the power, and its duties are, to formulate a general policy and program for the Prevention of Blindness and Conservation of Vision; for the improvement of the condition of the blind and persons of impaired vision in the Commonwealth; to co-operate with State and local agencies, both public and private, in carrying out this program; to collect and systematize and make available to other agencies, information in regard to blind persons and persons of impaired vision, and to make recommendations in accordance with the Council's policy and practice.

The Act further provides that there shall be seven members in the Council—the Secretary of Welfare, the Superintendent of Public Instruction, the Secretary of Labor and Industry, and four members—one of whom shall be blind—appointed by the Governor.

During the present biennium, Mr. S. Mervyn Sinclair, Chairman of the Board since 1926, resigned to accept the position of Executive Director of the Council, which became vacant through the resignation of Mrs. Mary Dranga Campbell. Mrs. Campbell left the Council in September, 1929, to accept the Directorship of the Missouri Commission for the Blind. Dr. Henry D. Jump, of Philadelphia, was appointed to membership in December, 1929, to fill the vacancy which occurred through the resignation of Miss Anna B. Pratt. Miss Pratt's resignation was necessitated by her election to the Philadelphia Board of Education.

Under the direction of the Board, and with its approval of policies at its stated meetings, the Staff of the Council has carried out a general program which is covered in this report under the following headings:

PREVENTION OF BLINDNESS and CONSERVATION OF VISION

Although very definite steps have been taken by the Medical Profession, State and Municipal Departments, and several Private Agencies in Pennsylvania toward the Prevention of Blindness and the Conservation of Vision, the records of the Council, based upon its surveys, indicate a blind population for the State of approximately 8500. According to exhaustive studies of the causes of blindness and the extent to

which it can be prevented, two-thirds of these persons are unnecessarily blind. Keener interest and a greater volume of conscious effort must be stimulated if Pennsylvania is to take her place with other states which are successfully combatting loss of sight from certain causes which are still taking a heavy toll here. To this end the Council has outlined a general program to include cooperation with all agencies whose work is related to the prevention of blindness throughout the Commonwealth, a study of the causes of blindness and a general educational campaign.

Work on this program has been started. A careful study of health and social resources has been made and active cooperation has been established with State and Municipal Departments and with all private organizations it has been possible to reach.

CAUSES OF BLINDNESS

Since it is a well known fact that many cases of blindness are of transmissible origin, it was necessary to find a group of blind persons where the cause of blindness was a matter of record, so that reliable diagnoses might be obtained as a basis for follow-up. It seemed that one of the Schools for the Blind offered the best opportunity for such a study, and work was begun at the Pennsylvania Institution for the Instruction of the Blind, with the helpful cooperation of the Superintendent and his staff. While this study is in the process of completion, a definite cooperative plan has been worked out with the Bureau of Nursing in the State Department of Health for the follow-up of all cases which appear to be of transmissible origin. Private agencies have assumed the responsibility in territory not covered by the State Nurses. The cooperation thus secured is of special significance in the focusing of the attention of such representative groups on the prevention of unnecessary blindness in relation to general health problems.

PRE-SCHOOL VISION TESTING

With the very helpful cooperation of the National Society for the Prevention of Blindness, the Council made a demonstration in December, 1929, before the Board of the Philadelphia Association of Day Nurseries, of a method of vision testing especially adapted for use with children of pre-school age. The method is equally satisfactory for children of the First and Second Grades, and with them gives appreciable better results than the methods now in general use. As a result of this demonstration, the Board decided to adopt the method which was presented as part of the routine physical examination of their nursery children. The nurseries were supplied with equipment and instruction for its use was given by the Council's Supervisor. Subsequent supervision has been assured through volunteer service from the Philadelphia Chapter of the National Council of Jewish Women.

Through the continued courtesy of the National Society for the Prevention of Blindness, in lending to the Council their Director of Nursing, it has been possible to give similar demonstrations in Philadelphia, Pittsburgh and Harrisburg. The groups reached included the Educational Conference for the Parochial Teachers of the six counties of the Philadelphia Catholic Diocese; the School Nurses of the Philadelphia Board of Education; Miss Illman's Kindergarten Training School; the Superintendent of Schools, Division of Medical Inspection and Kindergarten Teachers of Cheltenham Township; the Superintendent; Associate Superintendents, Medical Inspectors, Kindergarten Teachers, Nurses and the Health Department of the City of Pittsburgh; the County Superintendent and District Superintendents of Allegheny County; representatives of the Public Health Association and Social Agencies of Pittsburgh; the Ophthalmological Society of Pittsburgh and the Division of Medical Inspection, and Kindergarten Teachers of Harrisburg.

The method of vision testing presented and advocated by the Council has met everywhere with enthusiastic response and assurance has been given of its adoption in the Schools of Pittsburgh, Harrisburg and Cheltenham Township. This will bring about an early detection of visual impairments and should result in early corrections and a consequent conservation of vision.

At the request of the Pre-School Division of the Bureau of Child Health of the State Department of Health, the two medical students attached to the Department's Health Cars this summer have been trained in pre-school vision testing. The responsibility for this particular part of the physical examinations made by the Health Cars has been placed upon these students, and will round out the work in a manner which has not heretofore been possible. The work of these young men has been observed by the Director of the Division and the Council has been advised that the results being obtained are most satisfactory.

SIGHT SAVING CLASSES

The Sight Saving Class is a new movement in the field of Conservation of Vision—the first classes having been started in England in 1908—and studies made by the National Society for the Prevention of Blindness throughout the United States have shown that among children in the Public Schools, there are many whose vision is so defective as to require their education in such classes in order to prevent more serious impairment and possible loss of sight. The number varies in different localities between one in five hundred to one in eight hundred. The need for Sight Saving Classes has been recognized in Pennsylvania and the State Department of Public Instruction has provided for their organization wherever they are found to be necessary. Until the beginning

of the present biennium, however, Philadelphia was the only city which had undertaken to discharge its responsibility in this direction. In the Fall of 1929, a Sight Saving Class was started in Erie.

Through the efforts of the Council, interest has been aroused in other cities of the State and the School authorities of Pittsburgh, Harrisburg, Reading and Williamsport have signified their intention of making similar provision for the visually handicapped children of their communities.

Through contact established with the American Red Cross, a reading service is being developed to serve those children for whom Sight Saving Classes have not been provided. The service has the approval of the National Director of Junior Activities, who has given the Council permission to contact local Chapters in Pennsylvania for the purpose of bringing it into immediate action wherever it is found to be needed.

IMPROVEMENT OF THE CONDITION OF THE BLIND and PERSONS OF IMPAIRED VISION

SUPERVISION OF INDUSTRIES

With the appointment in June, 1928, of a Supervisor of Industries to the staff of the Council, a study of the industrial work of the several organizations for the blind was begun, for the purpose of assisting them in raising the standard of their workmanship, and in developing new handicrafts.

Because of the emphasis placed by the Pennsylvania Association for the Blind on its service in providing industrial and commercial opportunities for the adult blind, much of the Supervisor's time has been spent at the several branches of the Association. In many cases it was necessary for her to prolong her stay in order to give actual instruction to the blind workers. As a result of her work and of the cooperation she received, there is a marked improvement in the standard of workmanship; new handicrafts have been developed and more satisfactory business relations have been established among the branches, which is resulting in an interchange of merchandise, and combined buying and selling with consequent economy.

Assistance of a similar nature has also been given to the Pennsylvania Working Home for Blind Men and to the Industrial Home for Blind Women.

Soon after the organization of the Philadelphia Branch of the Pennsylvania Association for the Blind, in September, 1928, its Executive Committee asked the Council to outline a plan by which supervised

homework could best be developed in Philadelphia. A plan was submitted and accepted by which the Council agreed to lend its Supervisor to give instructions to a limited number of blind persons in their homes for a definite period. In order to make this work possible, the Philadelphia Branch set aside the sum of One Hundred Dollars to be used in the purchase of the materials necessary for the demonstration. The Allied Christmas Bazaar for the Handicapped and the second "Week for the Blind" provided sales opportunities for the products which were made. This experiment proved so successful and the articles made under competent supervision were so readily sold, that the Philadelphia Branch of the Pennsylvania Association for the Blind has raised the necessary funds and is engaging the services of an experienced instructor who will carry on the work.

While the two Schools for the Blind in Pennsylvania are specifically under the direction of the Department of Public Instruction, they are private institutions and are, therefore, free to seek assistance from whatever source may seem advisable to their Directors. So, on the invitation of the Superintendents, the Supervisor of Industries has made a study of the hand training courses offered in these institutions. In connection with this study, visits were made to the Perkins Institution for the Blind, Mass., the Connecticut and the New York Institutes for the Blind. Recommendations were submitted which involved material changes and the Pennsylvania Institution for the Instruction of the Blind has re-organized its hand-training courses to conform to these recommendations. The new plan, after being in operation for a year, has been adopted as a permanent part of the School's curriculum.

FIELD WORK

Although it was not anticipated that the Council should carry on individual case work, it has been occasionally necessary because of the large areas in the State which are far removed from any agency and their limited funds for transportation. Direct and indirect appeals to the Council have been accepted and the persons visited either referred to the logical agency or handled by the Council's staff.

PROGRAM FOR VISUALLY HANDICAPPED CHILDREN

The cooperation of the Council has been sought by the Public Charities Association in building a State-wide Child Welfare Program for Pennsylvania. A sub-committee of representative workers for the blind was appointed to consider the Visually Handicapped, conferences were held and to the Council was assigned the task of assembling the recommendations submitted into a Ten Year Program. The plan was submitted to, and accepted by a State-wide committee called together by

the Public Charities Association and is incorporated in the Ten Year Program for Child Welfare in Pennsylvania.

EMPLOYMENT OF HANDICAPPED

One of the most difficult problems in Work for the Blind is the employment of blind persons in occupations which will bring them sufficient returns for satisfactory maintenance. This, of course, is also true of persons handicapped in other ways. With this thought in mind, and as a result of suggestions brought out before a special committee of the Philadelphia Council of Social Agencies in a series of meetings in the Fall of 1929, a second committee was appointed to continue and amplify the study. It was made up of representatives of agencies dealing with a varied group of handicapped persons and it is most gratifying that the Council had the opportunity of serving as a member of this committee. A survey was made of the whole problem of employment of handicapped persons in Philadelphia, the work now being done by agencies in this field was evaluated and a complete report of the findings was submitted to the Council of Social Agencies, together with recommendations covering the steps which must be taken to place the employment of the handicapped on a plane which the committee feels can be reasonably attained.

GUIDE DOG CLASS

When, in 1920, the German Government made provision for the employment of its war-maimed men, it was found necessary to work out some plan for the guiding of employed blind men between their homes and the places where they worked. After many other plans had been tried and discarded, it was decided to try out for this purpose the German Shepherd Dog which had proved itself so thoroughly in other fields. The experiment met with unqualified success and the training of these faithful and intelligent dogs has continued until there are now more than six thousand of them serving as guides for the blind of Europe. In the summer of 1928, the first of these dogs trained as a guide was brought to this country and a movement was started to introduce them here for general use. With a knowledge of what had already been accomplished in Europe, the Council felt that it should lend its aid in furthering the movement in Pennsylvania, and in December, 1929, sponsored the holding of a class for Guide Dogs in Harrisburg. The class was started with five persons and the training took place on the down-town streets of the City. Four students successfully completed the course and the reports that have been received by the Council indicate that the work of these dogs as guides fully justifies the recommendation of their use wherever they are needed by blind persons.

ASSEMBLING, SYSTEMATIZING AND DISTRIBUTING INFORMATION

SURVEYS

During the biennium the Council has conducted surveys in Philadelphia, Berks, Schuylkill, Delaware and Montgomery Counties. The work begun in Allegheny County in the Spring of 1930 is being continued and will probably be completed by the end of the calendar year. The Philadelphia County survey was the most significant as it included the largest number of blind persons, and, for the first time, brought together in one alphabetical file, their names and addresses. It provided the newly established Philadelphia Branch of the Pennsylvania Association for the Blind with the necessary data for the better coordination of its several member organizations and it is also serving as a basis for the expansion of work for the blind in Philadelphia.

The following table shows an analysis of the work involved. It gives the total number of names submitted, the number investigated and the histories studied:

Total number of names submitted by organizations	2391
New names added by the Council	630
Total	3021
Outside Philadelphia County	170
Unlocated	568
Deceased	554
Sight restored or outside limits of survey	87
Later duplications	34
Died during survey	32
Total names eliminated	1454

Case histories secured

A detailed study of these case histories was made by the Council and individual blind persons were then referred to the agency best able to serve them.

A special study of 193 Negro Blind was made and presented to a committee of representative Negro men and women called together by the Council; the object being to interest the Negro population of Philadelphia in their blind citizens and to consider the employment of a trained Negro worker among them. The Pennsylvania Home Teaching Society, however, met this responsibility and employed a Negro Home Teacher in the Summer of 1929. The Negro Committee then re-organized as the Philadelphia Guild for the Blind and is now affiliated with the Philadelphia Branch of the Pennsylvania Association for the Blind.

Other surveys made by the Council have resulted in the organization of four other Branches of the Pennsylvania Association for the Blind and the starting of active work among the blind persons served by them. These Branches are: Northampton County, Lehigh County, Cambria County and Berks County, with headquarters respectively at Bethlehem, Allentown, Johnstown and Reading.

SPECIAL STUDIES

In spite of the laws and regulations of the State Department of Health designed to prevent blindness from infection of the eyes at birth, there have come to the attention of the Council, within the past two years, a sufficient number of babies who have lost their sight from Ophthalmia Neonatorum to justify the feeling that there is need for additional education and further intensive effort if Pennsylvania is to take her place among those states where today blindness from this cause is practically unknown. To this end, a study has been made of the procedure in reporting and in treating these cases in states and communities where the best results are being obtained. As soon as the study is completed, recommendations based on the findings will be submitted to the Departments and Private Agencies whose cooperation is necessary to completely eradicate loss of sight from Ophthalmia Neonatorum.

BLIND RELIEF

A bill providing for a change in the State Constitution which will make it possible to use State Funds for special relief for the blind has now been passed by two sessions of the Legislature and the question will be put to a referendum vote in the near future. If it carries, enabling legislation may then be introduced. The laws of the twenty states in which there is now some form of special relief for the blind have been studied and conferences have been held with some of the leading authorities in an effort to place the Council in a position to advise wisely in the drawing up of such legislation to the end that it may, if passed, give the relief which is needed and at the same time may avoid some of the undesirable reactions which have so frequently followed the granting of such relief.

COOPERATION

Inasmuch as the Council feels that Prevention of Blindness is largely a public health problem and that improving the condition of the blind should be a joint responsibility between organizations for the blind and social welfare agencies, efforts are being made to arouse interest among public health and social workers to the end that they may expand their programs to include definite measures for prevention of

blindness and conservation of vision, and that the blind may be accepted for consideration on the same basis as other handicapped groups. Considerable progress has been made in this direction as may be noted in the foregoing activities covered in this report.

EDUCATIONAL PUBLICITY

Work of an advisory nature, such as that in which the Council is engaged, cannot reach its highest efficiency unless it is known and understood by the people of the community it is designed to serve. For this reason, much time has been given to bringing the story of the functions of the Council before the public in various parts of the Commonwealth. The Council has participated in "Weeks for the Blind" in Pittsburgh, Scranton and Philadelphia; in the State Conferences on Social Welfare; Conferences of the State Federation of Pennsylvania Women, Annual Conference of the State Medical Association, Annual Meeting of the Pennsylvania Public Health Association, Annual Conference of District Fourteen Lions International and the Annual Conference of the National Society for the Prevention of Blindness. The Council has sponsored conferences of the Executives and Workers for the Blind of the State and members of the staff have attended the biennial conference of the American Association of Workers for the Blind.

Exhibits have been prepared and displayed at many of the above conferences as well as before smaller groups throughout the Commonwealth. The exhibits have been made up entirely of articles made by the blind of Pennsylvania. These exhibits were also a part of the display of the Department of Welfare which was shown at County Fairs throughout the State in 1928 and 1929.

PROGRAMS

The cooperation of the Council has been sought by the State Federation of Pennsylvania Women, the Philadelphia Chapter of the National Council of Jewish Women and the Lions Club of Washington County in preparing and developing programs of activities suitable to their varying needs. It is particularly notable that there has been a general distribution throughout the State of the program worked out for the Federation of Pennsylvania Women. The Philadelphia Chapter of the National Council of Jewish Women and the Lions Club of Washington County have adopted the programs as they were presented and have begun to put them into operation.

In closing this paragraph on Educational Publicity, mention must not be omitted of the many public addresses given by members of the Staff before groups concerned with health and social problems.

RECOMMENDATIONS

Attention is called to the fact that, throughout the foregoing report the activities of the Council have been set forth in their relation to the duties as briefly outlined in the introductory paragraph.

A program for the Prevention of Blindness, the Conservation of Vision and the Improvement of the Condition of the Blind, has been developed and work on it has been well started; cooperation has been established with many State Departments and local agencies, both public and private; information in regard to blind persons and persons of impaired vision has been assembled and made available to other agencies and recommendations have been made in accordance with the Council's policy and practice.

The additional volume of work has naturally grown out of the wider knowledge of the services which the Council is prepared to give, and the growth of interest in work for the blind, have combined to make it increasingly difficult for the present Staff of the Council to meet the demands made upon it. Additional personnel is needed, both in the field and in the office, in order that it may discharge more fully the obligations imposed on it by law which have grown out of the urgent need of those whom it is designed to serve.

INTERRACIAL UNIT

The interracial unit of the Department of Welfare has been in operation for the past five years with its activities clearly defined toward a program designed for the improvement of the moral, educational, industrial and economic condition of the Negro citizens of the State.

The securing of correspondents in the various communities throughout the State have facilitated the work of the Department's field representative. The interracial program has been expedited by the cooperation of these correspondents, active men and women, who through questionnaires sent semi-annually, keep the Department advised as to the changing social, civic and economic conditions among the Negroes.

POPULATION

The Negro population in Pennsylvania is not increasing as rapidly as it did a few years ago. The unite finds that the migrant who comes to the State today is a more stable and desirable type. Most of them have large families for whom they are seeking better educational opportunities and advantages. When serious unemployment situations arise the social problems of the Negroes become more acute.

HEALTH

The annual observance of National Negro Health Week is doing much toward the reduction of the high death rate, especially from tuberculosis, in Pennsylvania. This is also noticeable in infant mortality. Health lectures, instruction in hygiene, classes in First-aid and Home Nursing, and regularly conducted Tuberculosis clinics have contributed much to the improvement of general health conditions. Through the efforts of the Department's representative, a trained Negro nurse has been added to the State Health Nursing Staff.

EDUCATION

As a means of creating a more sympathetic understanding between the youth of the two racial groups, contests have been fostered among Negro and White high school students. Prizes have been awarded for the three best essays on the "Negro's Contribution to America's Civilization." These contests have proven to be very successful and their results far reaching. Books on Negro history, literature and music have been placed in public school libraries. Scholarships are offered to deserving Negro boys and girls by a number of interracial committees.

INDUSTRY

Varying of course with unemployment situations which arise from time to time in the State, new openings are continually being created in industry for Negroes. Negro girls in larger numbers are being employed in factories. Several Negro girls have been placed in stenographic offices in Philadelphia. The chain grocery stores in the same city are employing Negro clerks where the patronage is largely Negro. Interracial groups are studying local industrial conditions for more intimate knowledge of labor problems in their own communities.

WELFARE

During the past two years the Department representative has made authorized visits to 22 State-aided and State owned institutions. Efforts have been made to raise the standards in all Negro institutions. The Home for the Aged Colored Women in Williamsport has shown the greatest improvement along this line. Programs have been outlined for 14 community centers which are providing recreational facilities for Negroes in many different sections of the State. Two new types of work have been started in Philadelphia, 1, The Home for Negro unmarried mothers; 2, The Home for Convalescent care of Negro Women and Girls. Both of these institutions are under the supervision of trained hospital staffs.

RACE RELATIONS

The subject of interracial cooperation is one to which a great deal of thought is being given. The interested people, both White and Negro, are realizing that elimination of conflict and suspicion is bringing about greater welfare for the State and community. Very definite efforts are in progress for the development of interracial committees, commissions and various other organizations. Cooperation is sought in the solution of Negro problems as they affect local, State and National affairs. Cooperative efforts between representatives of the groups concerned have been found to work efficiently toward the solution of many problems touching upon the Negro population of the State. The efforts are directed rather toward cooperation with the Negro than for him.

There is the whole question of the several problems arising out of the migration to the cities; industrial problems; housing, educational and recreational facilities; the question of State care in correctional institutions; the care of the tubercular; and the entire juvenile delinquency problem. All of these questions should receive the fullest consideration of the Department's best thought and effort.

REPORT OF AGRICULTURALIST

The efforts and contacts of the Agriculturalist may be outlined under the following subjects:

Farm Planning

Dairy

Poultry

Potatoes

Vegetables

Woodlots

Records

Interrelational

General Activities

FARM PLANNING

For a satisfactory long-time farm plan it is essential that there be available such information as is gotten through:

A detailed soil survey

An analysis of each field to show lime need

A farm chart or blue print showing fields, drives, streams and buildings

A definite plan to meet drainage requirements

A crop rotation designed best to meet the institutional needs

An annual crop plan carefully developed

Adequate records

Detailed soil surveys have been made for twelve of the institutions through the cordial cooperation of A. L. Patrick, Professor of Soil Technology at State College. It is hoped to complete the remaining six during the succeeding biennium. Narrative reports as well as soil maps have been given where surveys are completed.

Analyses to determine lime need were made for all the institutions. Separate samples represented the several fields on each farm. The liming program is planned so as to use lime in accordance with the results of the tests. The Agriculturalist made 306 of these analyses. Others were done by County Farm Agents or at the Pennsylvania State College. The need indicated varied from zero to 7000 pounds limestone rock per acre.

Farm charts or blue prints are in general use except for several institutions not having had a detailed soil survey. Fence rows, clumps of trees, stumps, stone piles or other obstacles to convenient arrangement of fields or tillage have been marked on this chart. Many miles of brushy and stony fence rows have been cleaned up at Rockview, Graterford and Pennhurst, not to mention similar work on a smaller scale on other farms.

Drainage conditions have been noted on all farms, and at Pennhurst and Graterford the service of specialists has been secured.

Rotation of crops has been discussed at all institutions so that human and other needs may best be met, manure efficiently used, land adapted best to crops, pasture and woodlots so used and efficiently arranged as to fields and driveways. Due to the acreage or other special conditions involved, careful studies were made at Rockview, Torrance, Graterford, Harrisburg, Selinsgrove and Morganza.

The annual crop plan for each year has been agreed upon during the preceeding fall with each of the institutions. Such plans are based on the land available and the need of vegetables and fruits for inmates, and that of feeds for livestock. In providing for these primary needs, care was also given to:

- Seed—varieties, sources, amounts
- Lime—according to crop and land needs
- Fertilizer—analysis and amount
- Insect and disease control
- Supplies needed—machinery, livestock, fence, additional land
- Woodlots—planting vacant or waste areas, thinning, culling, cutting of existing timber.

Adequate records are available now through the farm accounting system installed June 1, 1928. Aid was given a representative of Main and Company at each institution in starting this system. Repeated help has since been called for. After summarizing many suggestions and observations as to the several forms in use, a number of conferences were held with an accountant of this Department as to the re-arrangement of certain forms so as to simplify their use. Fewer forms, less variation in their make-up, and more data would result by carrying out the results of these conferences. The data assembled in these records is becoming increasingly valuable and is being used not only as information but also for analysis and as a basis for improved farm practice.

All work under these several headings has been designed to maintain or develop the ability and initiative of those directly responsible for the management and operation of the several institutional farms. There has, of course, been a considerable volume of service requests in connection with the conduct of the several farm activities. It is the aim to be able to answer such requests as promptly and fully as possible.

In Table I is shown the number and acreage of State and county farms. The data for the county farms is complete to 1929, and for the State farms to 1930. It will be noted that the eighteen State farms include 23,086 total acres of which 11,983 acres are tilled.

Table I
Acreage of State and County
Institutional Farms

Kind of Institution	Number of Institutions	Total Acreage Inc. Ground & Buildings	Total Acreage Under Cultivation
MENTAL HOSPITALS			
State -----	8	8,433	4,645
Semi-State -----	1	504	225
Sub Total -----	9	8,937	4,870
FEEBLE-MINDED INSTITUTIONS			
Epileptics			
State -----	4	5,045	2,600
Semi-State -----	1	400	150
Sub Total -----	5	5,445	2,750
DELINQUENTS			
Semi-State -----	2	1,000	578
PENAL AND CORRECTIONAL			
State -----	5	9,608	4,738
ALMSHOUSES -----	81	21,760	12,047
Total -----	102	46,750	24,983

Table II
Acres and Yields—Major Farm Crops*
1928-1929

Crop	Unit	1929		1928	
		Acres	Average Yield	Acres	Average Yield
Corn					
Ears -----	Bu.	884	71.0	722	72.1
Ensilage -----	Ton	758	8.9	729	4.09
Oats -----	Bu.	1,063	28.0	940	32.3
Wheat -----	Bu.	1,306	21.4	700	16.6
Hay -----	Ton	1,934	1.6	1,532	2.8
Potatoes -----	Bu.	478	162.4	467	158.7
Average Crop Index					
17 farms			115.2		
15 farms					115.3
*State owned farms only					

The acres and yields for the major farm crops shown in Table II give the total acres for the respective crops at all the State institutions. By the crop index figure is shown the fact that the average production is 15% higher than that for the same crops on the average farms of the counties in which the institutions are located.

Table III
Population and Land
1929

Institution	Population		Acres of Land		Pop. Per Tilled A.
	Inmates	Employees	Total	Tilled	
Allentown -----	1,340	261	486	349	
Danville -----	1,711	317	668	437	
Farview -----	612	100	1,221	291	
Harrisburg -----	1,520	256	418	232	
Norristown -----	2,880	509	987	651	
Torrance -----	516	80	2,003	890	
Warren -----	1,659	318	1,435	693	
Wernersville -----	1,111	174	1,015	505	
Sub Total -----	11,394	2,015	8,233	3,998	3.34
Huntingdon -----	1,053	121	669	495	
Morganza -----	825	97	950	594	
Muncy -----	126	43	569	200	
Rockview -----	780	82	4,791	2,227	
Sub Total -----	2,785	343	6,979	3,516	.89
Laurelton -----	474	76	733	367	
Pennhurst -----	1,215	159	715	611	
Polk -----	2,300	310	2,039	634	
Sub Total -----	3,989	545	3,487	1,612	2.81
Total -----	18,123	2,903	18,699	9,126	2.30

The data in Table III has been of frequent use in connection with discussions on enlarging present farm areas or in planning for new institutional farms. Unfortunately comparable data does not seem to be available from other states.

Tables IV and V permit some interesting analyses of farm organization. Use of mechanical power is affecting the number of horses kept. More information is needed as to feeding inmate population in order to plan most wisely for livestock products.

Dairy: Early in the calendar year of 1929 a definite policy as to dairy development and management was outlined under four heads:

Breeding

Health

Production

Records

Breeding: About 30% of the cattle in the dairy herds are registered. It is probable that considerably larger percentage is eligible to registry. All are grade or purebred Holsteins except for the herds at Farview and Morganza. A part of each of these herds is made up of Holsteins.

Table IV
Horses, Dairy Cattle and Tilled Acreage*

Institution	Tilled Acres	No. Animal Units		Tilled A. Per A. U.	
		Horses	D. Cattle	Horses	D. Cattle
Allentown -----	349	20	71	17.4	4.9
Danville -----	437	24	123	18.2	3.6
Farview -----	291	8	53	36.4	5.5
Harrisburg -----	232	13	34	17.8	6.8
Norristown -----	651	50	114	13.0	5.7
Torrance -----	890	20	38	44.5	23.5
Warren -----	693	18	105	38.5	6.6
Wernersville -----	505	21	70	24.0	7.1
Sub Total -----	4,048	174	608		
Sub Average -----				23.2	6.6
Huntingdon -----	495	22	69	22.5	7.2
Morganza -----	594	17	54	34.9	11.0
Muncy -----	200	8	30	25.0	6.6
Rockview** -----	1,977	79	111	25.0	17.8
Sub Total -----	3,266	126	264		
Sub Average -----				25.9	12.4
Laurelton -----	367	13	40	28.2	9.1
Pennhurst -----	611	36	95	17.0	6.4
Polk -----	634	15	176	42.3	3.6
Sub Total -----	1,612	64	311		
Sub Average -----				25.2	5.1
Total -----	8,926	364	1,183		
Average -----	595	24.27	78.87	24.6	7.5

*June 1, 1929.

**Dept. of Welfare Industry not included.

All herds are seeking to raise their own heifers for the future. The one factor of greatest importance in these future herds is the herd sire. A standard for bulls to be purchased was discussed with a number of farm managers and dairy specialists. As a result, it was agreed that purchases should be made if possible only when a bull could be found with at least four or five dams in the first three generations having an average production of butter on a yearly basis of 1100 pounds, the individual being of desirable type. Twenty such purchases have been made during the biennium. The herds of the future should reflect the excellent ancestry of these sires. In addition to these, thirty purebred females have been located. Sixteen of this number are the nucleus for the herd at the institution located at Selinsgrove.

It is recommended to the institutions that they register only the good to best animals in the herd and that they constantly cull out the low producers, the injured or otherwise undesirable cows.

Health: The Bureau of Animal Industry has for a number of years been supervising the health program for all of the livestock. All dairy

Table V
Inmate Population and Livestock
May 31, 1929

Institution	Population Per		
	Cow	Brood Sow	Laying Hen
Allentown -----	24.81	44.67	1.95
Danville -----	18.20	77.77	3.31
Farview -----	13.91	12.75	9.41
Harrisburg -----	76.00	-----	5.20
Norristown -----	28.66	57.60	3.88
Torrance -----	23.45	27.15	.43
Warren -----	25.13	40.45	3.67
Wernersville -----	27.09	27.09	1.68
Sub Average -----	26.01	45.39	2.48
Huntingdon -----	20.25	47.88	-----
Morganza -----	21.18	55.07	-----
Muney -----	6.63	31.50	.14
Rockview -----	9.75	16.95	.80
Sub Average -----	14.66	32.01	*.51
Laurelton -----	21.54	79.00	1.21
Pennhurst -----	17.11	39.19	-----
Polk -----	16.91	95.83	-----
Sub Average -----	17.42	65.39	-----
Average -----	21.14	45.42	**1.88

*2 Institutions

**11 Institutions

herds are free from tuberculosis. In 1925 a definite program for the elimination of contagious abortion was begun. At that time there was an infection of 22.6% in the several herds. This percentage has been reduced to .4%. Seven herds have been presented with abortion free certificates and at least four others are about to be eligible. In fact, the infection is concentrated largely in two herds. In a circular by the Bureau of Animal Industry it is stated that in a herd having an active and virulent infection, the milk production possibly would be 28% less than in a herd free from this disease. This figure is based on data collected from the institutional herds.

There has been a constant urge for a sanitary daily routine such as will prevent flies. All animals purchased must be handled in such a way as will satisfy the Bureau of Animal Industry that they are free from tuberculosis and Bang disease.

Production: Efficient feeding and general management, including the production or other assurance of proper roughage in kind and amount, the growing of heifers so as to bring them to early maturity, the employment of competent labor, the culling out regularly of low producing and undesirable cows, and particularly the use of a properly balanced ration both as to ingredients and amount per cow, are factors

Table VI
Livestock Census
May 31, 1929-1930

Institution	Cows		Brood Sows		Laying Hens		Horses	
	1930	1929	1930	1929	1930	1929	1930	1929
Allentown -----	56	54	10	30	507	688	23	20
Danville -----	96	94	24	22	509	516	24	24
Farview -----	37	44	48	48	210	65	12	8
Harrisburg -----	17	20	0	0	652	290	21	13
Norristown -----	39	97	110	50	707	743	49	50
Torrance -----	33	22	18	19	985	1,183	29	20
Warren -----	81	66	38	41	736	452	17	18
Wernersville -----	57	41	33	41	696	655	23	21
Sub Total -----	416	438	281	251	5,002	4,592	191	174
Graterford -----	0	0	35	0	0	0	18	22
Huntingdon -----	44	52	23	22	83	73	22	22
Morganza -----	42	39	11	15	395	34	14	17
Muncy -----	25	19	2	4	574	850	8	8
Rockview -----	87	80	32	46	1,900	920	80	79
Sub Total -----	198	190	103	87	2,952	1,877	142	148
Laurelton -----	29	22	13	6	158	392	15	13
Pennhurst -----	89	71	26	21	1,000	382	24	36
Polk -----	127	136	14	24	0	0	15	15
Sclinsgrove -----	12	0	20	0	500	0	27	18
Sub Total -----	257	229	73	61	1,658	774	81	82
Total -----	871	857	457	399	9,612	7,243	414	404

which are constantly kept before the management of the institutional herds. The production of milk for the years ending May 31, 1929 and 1930, is given:

	1930	1929
Number of cows	797	840.33
Lbs. milk per cow	9543	9213

At least once per year the records and individuals in each herd have been studied carefully so that culling might be effectively practiced. At the same time the feed is checked, as is the breeding program and other important features of the management. Three-time milking is recommended for the higher producers. Such a program is in practice at Polk, Rockview, Muncy, Danville, Laurelton and Allentown. The last five have started within the past year.

Records: With the aid of a number of the farm managers and dairy-men in addition to specialists from State College, a special form was developed on which might be recorded in the most simple way data regarding the identity of each animal, the breeding, production, progeny and health. These forms are in use in all herds and form the basis for analyses and improvement. They are uniform for the several

Table VII
Livestock Yields

Group	Year Ending May 31	
	1930	1929
Dairy Cattle		
Number of Cows -----	797.14	840.33
Lbs. Milk Per Cow -----	9,543	9,213
Swine		
Number of Litters -----	659	577
Pigs Raised Per Litter -----	5.9	5.69
Chickens		
Number of Layers -----	8,987	5,027
Eggs Per Hen -----	141.25	122.2

herds which permits the securing of important comparable data, an advantage which was not possible before such records were introduced.

Dairy Trophy: Early in 1930, Dr. Harvey M. Watkins, Superintendent, Polk State School, offered a premium to be awarded to the State institutional herd showing the greatest improvement during the twelve month period beginning December 1, 1929, over the average for the previous two year period. The Polk State School herd in 1929 produced an average of 12,775 pounds milk, distinctly the highest of any of the institutions. It was the contribution of this wonderful dairy herd that prompted the offer of Dr. Watkins.

The number of cows producing for the last year is somewhat lower than that for the first year of the biennium due to a number of animals being removed from the few remaining herds that have not been freed from Bang disease. Another feature which is gratifying is the increased production per cow which lowers the total number of cows required. The considerable increase in the number of laying hens is in direct response to the recognition of the contribution poultry can make to the institutional needs. The higher production per hen in the last year is due to better chicks and better management.

Poultry: In the fall of 1928 a program designed to bring about higher production in the several poultry flocks and to emphasize the importance of poultry toward the maintenance of the institution was initiated. The management of the laying flock was the first consideration. Since that time the institutions have been given the whole of the program which includes:

Young chicks

Health

Production

Culling

Young Chicks: Inasmuch as the vitality and productive ability of the main flock depend greatly on the heredity and health of the young chick, a particular effort has been made to guide the institutions to sources of chicks where the production and health is all that might be desired.

Health: The Grow Healthy Pullets' campaign outlined by the poultry specialists at State College has been largely used as a basis of procedure. This program refers to clean ground, clean brooding facilities, clean chicks, clean feed.

Production: Factors contributing in an important way to high production are the chicks, their rearing, feeding and culling. Clean brooder houses, clean management as to feed, water and litter, usually result in strong, healthy pullets. A considerable effort has been made to have the cockerels and culled hens eaten or disposed of early in the summer so that they do not consume feed until the Thanksgiving season, about which time many institutions have been inclined to use their surplus stock.

Brooding and rearing the chicks in such a way as to avoid infection of disease or parasites is exceedingly important. The use of a properly balanced feed and the severe culling of the pullets are usually repaid by early and heavy production. All these practices are being used to an increasing degree.

	1930	1929
Number of Hens	8987	5027
Eggs Per Hen	141.25	122.2

Culling: Immediately following the heavy spring production, all the institutions have been urged to cull their flocks frequently, at least once a month. The whole flock at Wernersville and Norristown were gone over by the Agriculturalist.

The planning of a poultry plant—houses, chicks, feed, etc.—was done for the institutions at Morganza and Selinsgrove.

POTATOES

The importance of potatoes to the maintenance of each institution was immediately recognized. During the season of 1928 all institutions were consulted as to the preparation of the soil, the tillage, and especially the spraying. The factors emphasized in connection with building up potato production have been:

Soil

Seed

Spraying

Soil: The preparation of the soil for potatoes at most of the institutions is now beginning more than a year before potatoes are planted. In a number of cases a special area of ground is used under special ro-

Table VIII
Farm Livestock

Group	Number on June 1	
	1930	1929
Horses and Mules	414	406
Cattle		
Total	1,713	1,599
Bulls	52	44
Cows	871	857
Young Stock	769	698
Swine		
Total	4,544	4,221
Boars	38	40
Brood Sows	457	399
Fat Hogs	674	531
Young Stock	3,375	3,251
Sheep		
Total	634	579
Rams	9	5
Ewes	223	346
Lambs	273	228
Chickens		
Total	34,381	34,779
Layers	9,612	7,243
Chicks	24,478	27,536

tation, such as potatoes and wheat. The object is to incorporate a large amount of legume humes so that moisture, texture and plant food are provided.

Seed: More than 10,000 bushels of seed potatoes are required each year to plant the potato crop. It has been shown that the best seed available will produce at least 40% above common home sources of seed. As a result, a careful study has been made to locate what has promised to be the best seed known. The institutions have purchased from these sources.

Spraying: Proper spraying, like seed, has also been shown to result in an increase of about 40% in yield. A few years ago the spraying machines in use were rather inadequate. All of them were made to spray four rows, and most of them did not carry sufficient pressure. Now a rather satisfactory job of spraying is being done at all institutions, while at a number of them it is very good. Machines covering six rows instead of four at a time have been secured by several institutions. Inasmuch as paid help, as a rule, is employed on such work, it is economy to have the larger outfit. There is a more uniformly high quality of spray materials being used than formerly.

	1929	1928
Acres In Potatoes	478	467
Bushels Per Acre	162.4	158.7

VEGETABLES

During the summer of 1928 the Consultant in Administrative Nutrition developed with considerable care a table giving per capita needs of vegetables and fruits. Since that time this table has been used as the basis for the planning of institutional gardens. There is no evidence that any comprehensive and uniform basis of such planning had been used heretofore. There has been very satisfactory cooperation in the use of this method. In fact, much satisfaction has been expressed. It would seem to be the logical starting point for such planning.

In connection with the annual crop plan, not only have the amounts of vegetables of the several kinds been determined in accordance with the per capita needs, as above stated, but also the varieties and sources of seed have been discussed and recommended. At the request of the Department of Property and Supplies the seed needs for the season of 1930 were assembled.

The fertility of the soil, including rotation of crops, the growth of humus producing crops, the selection and application of commercial fertilizer, irrigation, pest control, sequence of planting, have all been discussed and kept before the several institutional gardeners. Prior to this biennium, fertilizer had been used in insufficient amounts to assure quality and high yield. A considerable lack in equipment and material to control insects and diseases was also evident. These conditions fortunately have been corrected. A monthly vegetable calendar giving general planting dates and reminders for garden practices is sent to each institution. An effort has been made to improve the quality of vegetables delivered to patients. The use of seed of high quality varieties, the securing of the fertile soil, the planting at proper date and thorough cooperation among the gardener, steward, dietitian and cooks are factors toward the above end that have been stressed.

During the State Farm Products Display held in Harrisburg in January, institutions participated in a Vegetable Display, six taking part in 1929 and eight in 1930. Very creditable exhibits were the result. The first prize ribbon went to the Harrisburg State Hospital each year. In 1930, the institutions at Allentown and Danville took second and third places respectively, while in 1929 those at Wernersville and Danville placed second and third.

WOODLOTS

At the several institutions there are about 6000 acres better suited to the production of timber than to any other productive purpose. At the Warren State Hospital, as much as 100,000 board feet have been cut in one year. At Muncy, on a small sawmill run by their own tractor, 30,000 to 40,000 feet are being cut annually. These cuttings are not

being made at the expense of their woodlots. In fact, the land in timber is becoming increasingly productive, due to the selection of the trees for cutting.

A definite woodlot program has been planned providing for the use of otherwise waste areas, watersheds and land unsuited for the plow or pasture. This program includes:

Planting
Culling
Thinning
Cutting

Planting: Prior to 1930, 305,600 seedlings had been planted at seven institutions. In the spring of 1930, 168,900 additional seedlings were planted on twelve institutional areas. At Warren, Morganza, Muncy, Polk, Rockview, Wernersville and Graterford, there is a definite program in mind for the planting of waste areas, as well as the culling, thinning and cutting.

Culling: Small portable sawmills have been recommended for the institutions having sufficient area to justify such an outfit. These can be operated with a farm tractor. With such equipment, much profitable labor is possible during the winter months. Culling the woodlot consists in taking out dead, over-mature or decaying trees and undesirable species that are crowding trees which promise better timber.

Cutting and Thinning: This portion of the woodlot program is recommended only where the woodlots will be benefited by such treatment or when a mature stand is available and there is a definite need at the institution. An interpretation of the Administrative Code permitting the clearing of fence rows and stray trees in order to improve fields or grounds was received during 1929.

The service of forestry specialists was received for guiding the woodlot program at Warren, Farview, Muncy, Wernersville and Rockview.

RECORDS

The consistent maintenance of adequate records is essential not only for the proper management of the several farm activities, but also as a source of information and as basis for study and improvement. The records as used have been discussed under other topics.

INTERRELATIONS

Projects planned particularly to build up a common interest as well as to furnish in a uniform manner valuable information and to contribute toward a loyal energetic attitude are:

Pennsylvania Institutional Farms
Institutional Farmers' Week
Institutional Farm Tour

Pennsylvania Institutional Farms: In February of 1928 a monthly news letter in mimeograph form was begun. It has continued since that time, twenty-eight numbers having been issued. In it is included regularly dairy and poultry production, and from time to time the yields of farm crops. In addition to these regular features, it has carried a monthly vegetable calendar and information relative to various farm practices. A careful sequence of articles has been used covering the program in the dairy, poultry, potatoes and vegetable activities. Happenings and results at the different institutions have been used. A very satisfactory response to this news letter has been received.

Institutional Farmers' Week: In January of each year a special program has been held at State College. It is in the nature of a short course to which all those interested in institutional farms in Pennsylvania have been invited. This includes not only State owned institutions, but those receiving State, county or private support. More than twenty institutions have been represented each year. The School of Agriculture of Pennsylvania State College has given most careful and thoughtful cooperation, without which programs of equal value could not have been planned.

Institutional Farm Tour: In August of each year an institutional farm tour touching four to six institutions has been held. The majority of the farm managers in addition to a number of superintendents, stewards and others have participated. These tours have served splendidly to bring about a better acquaintance of those in charge of the farms, to demonstrate successful practices in the several farm activities, and to create a fine spirit of friendly interest touched with rivalry. A majority of the State institutions have been represented on each tour.

GENERAL ACTIVITIES

Under the above head are included a number of activities not easily classified in the previous sections of this report. Such activities are:

Livestock Purchases

Farm Credits

Contacts with Other Institutions

Miscellaneous

Livestock Purchases: In accordance with the ruling of the Department of Property and Supplies that livestock purchases for the State owned institutions be only with the approval of the Agriculturalist, considerable time has been required in helping locate and select such

purchases. They include, in addition to the fifty purebred Holsteins referred to under the Dairy discussion, fourteen herd sires and twenty-one females for the several piggeries, twenty-nine horses, eight mules and one ram.

Farm Credits: The recommendations of Main and Company in establishing the accounting plan in use during the biennium provided that the Department of Welfare determine the prices at which farm products produced should be credited. It was agreed by representatives of the several institutions that one price should be submitted to all the institutions monthly for such products to be used as a guide in crediting the several farm activities for the products produced. Market reports from Philadelphia, Pittsburgh and Scranton are received daily and from these an average is gotten for the several commodities and submitted to the stewards at the several institutions.

Contacts with Other Institutions: A number of requests have been made at institutions other than those that are State owned. Such services, whenever possible, have been rendered. It has not been possible, however, to follow up the year's program in these institutions in a manner such as is done for those wholly responsible to this Department.

Miscellaneous: A short course consisting of three lectures with demonstrations giving the elementary principles involved in the preparation of the soil, planting of seed, and live stock care was given at the institutions located at Selinsgrove, Morganza and Polk. Dr. B. Scott Fritz, of the Bureau of Animal Industry, Department of Agriculture, cooperated by taking care of the livestock discussion. The object in arranging these meetings was to give certain information, to give a point of view, and if possible to create an enlivened interest on the part of the farm employees, attendants and patients or inmates doing farm work. The results seemed amply to justify the efforts providing these discussions.

Bulletin No. 40, of the Department of Welfare, entitled, *Pennsylvania Institutional Farms*, was published and distributed. In it was provided an opportunity to set forth to all institutions in a uniform manner the principles involved in farm planning and the development of several farm activities.

A number of meetings have been addressed. Requests for services have been answered by visits, telephone and letters.

ENGINEERING DIVISION

The Engineer and Architect of the Engineering Division have, during the past biennium, viewed and passed upon numerous plans and specifications for new buildings at the institutions under control of the Department of Welfare. These plans have, in many cases, been improved and the structures more specifically adapted to the various exacting requirements of hospital, school, county home, or penal uses to which they were destined to be applied through the painstaking consideration given them in the Engineering Division.

One particular activity of the Division during the past biennium has been the making of plans for inexpensive buildings for erection at half a dozen institutions with a view to increasing housing facilities for patients thus to reduce the growing lengths of waiting lists.

A number of engineering works of minor importance have been planned and executed under supervision of the Division and much advice given concerning larger projects of this nature.

While the Engineering Division has, as above detailed, in a number of instances taken the place of a Consulting Engineer or Architect and made all plans and specifications for a project, this work has trenched heavily upon the time of its two technical employees to the detriment of the discharge of its more important functions. Experience has shown that the most satisfactory results are to be attained by having each Board of Trustees employ a Registered Engineer or Architect when it has plans to be developed, leaving to the Engineering Division and to other special consultants in the Department of Welfare only the function of constructive criticism.

RESEARCH AND STATISTICS

The 1034 institutions and agencies over which the Department of Welfare has supervision, have under their care or custody during the period of each year, more than one and one-half million persons. These individuals are the physically and mentally ill, the mental defective, the juvenile dependent, the juvenile delinquent, the adult offender, the indigent aged and infirm, the blind, and the crippled child.

Dependency, delinquency, mental disease and associated disorders, are responsible for the diversion of a number equal to 15 per cent of the entire population, from the course of a natural and orderly daily life. This is a matter of vital public concern and the phenomena surrounding these conditions are worthy of especial study. The loss occasioned through the temporary or prolonged absence of these individuals from normal channels, if measured in terms of economic value, is almost inconceivable and in terms of human welfare is immeasurable.

VALUE OF STATISTICS

Statistics, are neither a cure-all nor do they alone provide a complete answer to all the problems encountered in the administration of welfare activities. However, it can be said, that the lack of comprehensive factual data does diminish the possibility of an adequate understanding, of these problems relating to social and human welfare, and seriously retards and remedial processes directed toward corrective treatment and prevention. This fact is quite well illustrated in the following extract from a report of the sub-committee of the National Crime Commission:

"The administration of criminal justice is admittedly not what it should be. Unquestionably this is in part due to our woeful lack of criminal statistics. We do not know how much crime there is in the United States or how many criminals are apprehended, tried, convicted, reformed or developed into confirmed recidivists. Manifestly it is impossible under these circumstances greatly to increase efficiency through tinkering with laws relating to crimes and criminal procedure. A proper system of accounting must first be installed. Only then will it be possible to hold the various parts of the machinery of justice responsible for the work which they are supposed to do."

While the conditions mentioned, are not wholly typical, they do apply in varying degrees to the entire range of welfare problems in so far as related to the adequacy of uniform statistical material.

The enumeration of quantities, is not, in itself a satisfactory objective to statistical effort. Research is necessary, to uncover and bring

to light the surrounding facts, where they can be examined, measured and properly correlated. A knowledge of the relationship existing between various social disorders, the influence of one on another, the extent and direction of their trend, is not to be found in the vagaries of opinion, such information is developed through the constant flow of factual data.

SOURCES AND ADEQUACY OF STATISTICAL MATERIAL

Since the period of the first biennial report in 1922, the aggregate number of institutions and agencies have increased approximately 25 per cent. There is no adequate or comparable data available for this early periods relative to all of the number of individuals affected or the possibility of explanation for the increase or decrease in the number, but the following indicates the result of a few comparisons for the earliest years since 1922, with the current period and the percentage of increase:

	Year Compared	Per cent of Increase
Almshouses	1922	23
Outdoor Relief (Poor Relief)	1922	45
Mental Hospitals:		
Patients in Hospital	1922	32
Patients on Register	1922	38
Mental Clinics	1923	121
Institutions for Mental Defectives	1922	23
Child Welfare Institutions & Agencies ..	1926	24
Mothers' Assistance Fund	1922	98
Penitentiaries	1922	22
Industrial Reformatory	1922	44
County Jails	1922	50

These increases are only indicative of the trend in the number of individual cases coming under some institution or agency of the Department, and do not necessarily reflect actual increases in the incidence of the disorders treated.

Because of the nature of the problems dealt with, welfare activities are both extensive and diverse in their character and constant in their application. It would follow as logical, that any inquiry directed toward a knowledge of these ever changing activities, should be equally constant.

The statistical efforts of the Department prior to the last preceding biennium were confined principally to several special studies. As a consequence there were little or no developments in the procedure

for the continuous reporting and handling of data for regular uniform periods from all institutions and agencies. This condition is clearly reflected in the lack of adequate data available for the periods in question.

Of the 1034 institutions and agencies only 28 are owned and operated by the State. The others are county, township, municipal, and private organizations, over which the Department has a limited control. The success of any system of periodical statistical reports from all of these organizations, is obviously a matter of contact and cooperation. Wherever possible, every effort is made to design forms or reports and records, so as to fit them in as a necessary administrative record for the use of the particular organization, and thus reduce to a minimum the amount of purely statistical reporting.

In addition to the regular scheduled tabulations, numerous special compilations are prepared. The growing interest in welfare activities has created an increased demand for statistical data from public sources.

The Statistician has acted as consultant or rendered assistance in statistical matters wherever requested. This service has been of particular value in maintaining a uniform flow of material from the various reporting agencies.

STAFF AND EQUIPMENT

The transfer of all accumulated material and the statistical operations from the various bureaus during the last preceding biennium, without a corresponding increase in the staff personnel, has made it increasingly difficult to accomplish the purposes desired.

The mechanical tabulating equipment installed during the last biennium, has been of particular value. Numerous tabulations have been made of material accumulated over periods of six or seven years, which otherwise would not have been possible with the limited staff. This equipment has also opened new channels for material and made it possible to secure a wider and more comprehensive range of data. Its use is being constantly extended wherever found applicable.

BUREAU OF ASSISTANCE

Almshouses and Poor Relief: There has been a consistent and growing demand for additional and more comprehensive facts relative to indigency and poor relief as administered through almshouse and outdoor relief. The expenditures for these purposes have been subject to a very pronounced increase, as have also, the number of persons affected.

During the year 1921, the total expenditures, of the districts re-

porting, for all poor relief purposes, including additions and betterments to almshouse property and outdoor relief were approximately \$5,999,235.14. For the year 1928, the aggregate expenditures for the same purposes, were reported as \$11,351,993.47, an increase of 88 per cent. Eliminating the items covering additions and betterments and comparing all other expenditures for the same period, there has been an increase of 55 per cent.

The amount of data relative to individual recipients of poor relief, as contained in the annual financial report from almshouses, has been limited to group statements indicating sex, age, nativity, and physical disabilities. Because of this and the increased demand for such information, there was set-up a system of individual case records for almshouse inmates. These records provide for an extensive statement of facts relative to the individual, his physical and mental condition, nativity, residence, previous employment, education, number of children living or dead, previous almshouse experience, causes for admission, etc.

The system consists of a card record for each individual inmate and covers both the facts of admission and death or discharge. The forms are so arranged, that a duplicate record is made at the same time as the original. This serves a two-fold purpose, as one copy is returned to the Department as a statistical report, the other copy being retained at the almshouse for use as a case history and perpetual census of inmates.

The records were placed in use late in the year 1929, and have since been adopted by 45 almshouses, with others being added as rapidly as possible. More than 10,000 case records have since been received.

Grateful acknowledgment is made of the cooperation of all Poor Relief Officers and Almshouse Superintendents in getting this record form established in active operation.

Relief granted by Directors of the Poor to families outside the almshouses is on the increase, both in the amounts expended and the number of individuals affected. During the period 1921 to, and including 1928, the number increased approximately 60 per cent and the expenditures 80 per cent.

A medium of recording and reporting statistical data relative to the operation of this form of relief has been developed, and should be placed in use if results are to be properly measured and a determination made of the sufficiency and desirability of the system.

Elsewhere in this report will be found exhibits relative to almshouses and poor relief.

State-Aided Hospitals: The Statistician has cooperated with

various national and local organizations in the collection of statistics relating to the operation costs and other facts connected with State-Aided medical and surgical hospitals.

Much difficulty has been experienced in the collection of annual reports from hospitals, and it was found that this particular form of report was largely given over to a statement of fiscal affairs. This was a virtual duplication of the quarterly reports received by the Department, and causes a like duplication of effort on the part of the reporting hospital.

The use of this annual financial report was discontinued in 1929 and a report was requested for this period, bearing on the scope and facilities for treatment and service, the value of hospital property, statements of regular fees, costs of service, classification of personnel and the professional staff, storage of X-ray supplies, clinic and outpatient treatment, etc. The tabulations of these data has been brought to a stage of rough completion and several exhibits are included in this report. A more extensive series of tabulations are in process of completion and will be found in another report.

With the cooperation of the Auditor General, it was made possible to so change the quarterly fiscal reports as to include the desired statistical data and these forms will now be used as the medium for statistical reporting.

BUREAU OF CHILDREN

Tabulations of the census reports of children under care of institutions and agencies, as of May 31, 1929, were completed, and the statistical tables are made a part of this report.

The form of report for the census as of May 31, 1930 was changed, so as to include a statement of the movement of children "on register" and it is expected, that this will provide for some improvement in the continuity of the reported facts from year to year. Provision was also made for a copy of the report to be retained by the reporting organization.

Additional information relative to these children is highly desirable, but progress in this direction can not be rapid until uniform methods of recording and accounting are fully in use.

Mothers' Assistance Fund: Prior to the current biennium the State appropriations for Mothers' Assistance Fund were allocated to the counties according to the general population of the counties. This method resulted in a condition of actual distress in some counties and a surplus of funds in others.

As a corrective measure, a statistical study was undertaken late in the year 1928, at the direction of the Secretary of Welfare. From

this a formula was developed providing for an equitable distribution of funds on the basis of the need in each county. This method was subsequently enacted into the necessary legislation, and the funds have since been so distributed.

In connection with this action a system of monthly reporting was inaugurated, which has permitted of a closer supervision of the fund and a consequent more efficient administration.

BUREAU OF MENTAL HEALTH

All of the State and County Hospitals are now making uniform annual reports, using the style of forms adopted by the National Committee for Mental Hygiene. These forms are in general use with State and other hospitals throughout the country. In order to have the forms fully adopted, it has been necessary in some cases to reconcile their use, so as to fit in with local conditions and methods of accounting. This has been readily accomplished in cooperation with hospital officials and a satisfactory reporting system is now in use.

The first tabulations from these reports were completed during this biennium and the various tables for this and subsequent periods are found elsewhere in this report.

A series of tabulations taken from 11,067 clinic case records, which have accumulated since 1922, were completed and a number of exhibits prepared and included and made a part of this report. It is planned to continue these tabulations for each year, in order that the series will be complete from the date of the organization of the first clinic, with the possibility of enlarging on the data tabulated.

During the biennium 25,000 individual case records of hospital patients were received. These were placed in the process of tabulation, by being checked with commitment and other records, a number were coded for machine tabulation and all have been properly filed for this purpose. It is hoped that the staff will be sufficiently augmented so as to permit of the full tabulation of the data from these and the 80,000 case records mentioned in the previous report.

BUREAU OF RESTORATION

Crime and criminals constitute a constant potential threat to every individual. The nature of the subject gives rise to many speculative conclusions, which are only accepted because of the absence of facts.

The experience of the National Crime Commission previously mentioned, is but typical of the experience of many other organizations in their efforts to obtain facts surrounding this subject. The thought has been repeatedly expressed, that if a sufficient array of factual data were available, the crime question would be well on the way to a

solution, so far as administrative effort is concerned. The treatment of crime and criminals is in many hands and covers an extensive field. The facts to be collected are equally well scattered and elusive to the usual processes of collection.

The trend in the number of crimes committed is toward an increase. The number of sentenced prisoners in county jails have increased 50 per cent since 1922, in penitentiaries 22 per cent and the industrial reformatory 44 per cent. These figures however, do not alone fully measure the extent or prevalence of crime, other facts must be obtained and compared. As a move in this direction a case record has recently been developed to be used for each prisoner sentenced to County prisons. This will be placed in use during the current biennium and taken in connection with the records in use at State penal institutions, will permit of a complete statistical report of all sentenced prisoners within the State. The processes connected with the collection of other statistics from County prisons and from Criminal Courts, have been materially strengthened and it is expected that fully satisfactory reports will now be received, so that these important facts can be made available.

Cooperation and much statistical material have been gladly given to the National Crime Commission, the National Commission for Law Observance and Enforcement and other similar organizations.

OTHER UNITS

The forms for a case record to be used as a register and census of the blind population, were prepared and made ready for use of the State Council for the Blind.

A suitable procedure for the reporting of statistical data relative to the work of Orthopedic Clinic Centers is being developed in cooperation with the Supervisor of this activity.

NUTRITION AND FOOD ADMINISTRATION

BUILDING AND RECONSTRUCTION

Building and reconstruction has been an active feature of the biennium program. Where a food division has been included the advice of the Consultant in Administrative Nutrition has been requested as to the location of the food department in relation to the building as a whole; to floor spacing; and to location of equipment. That the superintendents are making such a study before beginning construction is encouraging because the location and arrangement of a food division bears a direct relation to the daily per capita food cost. When conveniently and economically placed and arranged the cost is reduced. It increases in proportion as the inconveniences multiply.

The type, size and suitability of equipment to the institution's need should receive more careful study. When equipment is not suitable, when it is inconveniently placed more man-power is required to carry on kitchen activities. This adds to the daily over-head expense which in turn is charged to the patients or to the state.

NEED FOR TRAINED FOOD ADMINISTRATORS SEEN

Institution officials are realizing more fully the need of a trained woman in the food department. Several food administrators, qualified by training and experience have been employed and are gradually introducing more economical food management and close supervision of the kind and amount of cooked food served to the individual patient. The latter is of vital importance, especially in the mental hospitals, where the Doctor, because of the many patients he must see daily, overlooks the necessity to prescribe needed diets or to discontinue a diet which has served its purpose.

FOOD EXPERIMENTS

The food administrators have been experimenting to determine:

The edible amount of raw product obtainable from a given unit as purchased. One carefully conducted experiment shows that

From 6 bushels of root vegetables $3\frac{1}{2}$ bushels of useable vegetables were obtained.

Seven bushels of potatoes yielded $2\frac{1}{8}$ bushels cleaned.

Other interesting studies not yet conducted are:

The weight of the edible portion of a given unit after cooking as compared to the weight before cooking and the number of standardized proportions obtainable from the cooked product. Difference in total

daily food costs when moderately expensive foods which are liked by the patients are substituted for inexpensive foods not enjoyed. To date the former has proven the less expensive.

The difference in the daily food cost when an unexpected menu appears each day and when the regular seven day menu is repeated each week. The former has reduced the garbage and the cost.

Such work can be done accurately only by a trained person. The result is of vital importance to the patient population since the kitchen must pay wholesale prices of the city markets for the institutions home-grown product.

ESTIMATING THE FOOD BUDGET

Because body food requirements and not the food budget should determine kinds and qualities of food served, the Consultant in Administrative Food Nutrition recommended that the calories, minerals, and vitamins necessary to maintain working groups and ambulatory patients be calculated and that the costs of these foods be used as a guide when estimating the yearly food budget. It was also recommended that an institution be discredited for serving insufficient and unsuitable foods rather than for exceeding the food appropriation providing the records show that the money has been wisely and economically spent.

To this end certain superintendents and stewards of State Institutions took the initiative in forming a food committee to promote the above recommendations. The Nutrition Consultant was requested to compile the necessary nutrition data for the guidance of this committee. This work is moving as rapidly as is practical in a many sided program.

GARDEN TRUCK VERSUS FOOD CONSUMPTION

In the past many institutions have failed to produce sufficient garden products in amounts equal to body needs of both the total patient population, and the officers and employees. To this end the nutritionist estimated the amounts of each of the most essential vegetables and fruits required for one person and for one hundred persons, and using these amounts as a guide the Department's Agriculturist is advising the truckers as to the acreage each will need for his institution. The results are encouraging.

RESTORATION AND NUTRITION COOPERATE

The intelligent public no longer regards wholesome, nutritious foods, appetizingly cooked and simply but cleanly served to inmates of penal institutions as luxuries. Indeed, good food rationed in equal portions is now regarded by experienced penal administrators as a

contributing factor in preventing riots. It has become a reform measure, for the properly nourished mind and body is more amenable to constructive suggestions than the one irritated by hunger or diseased through defective nutrition.

Therefore, the Consultant in Nutrition in cooperation with the Bureau of Restoration compiled menus inexpensive but rich in all food properties necessary to build and maintain a strong, healthy body. These menus may be used as they are, or, may serve as a guide in building better ones.

CALLS FROM INSTITUTIONS NOT SUPERVISED BY WELFARE

Various institutions not under the supervision of the Department of Welfare have requested the services of the Consultant in administrative nutrition in reorganizing the food department and the metabolic laboratory.

In reorganized departments where plans have been effective not more than six months the following results may be noted: Marked reduction in the food budget; more and better food; more attractive food service; harmony among kitchen employees; improved sanitary conditions, and satisfied employees and patients.

Metabolic laboratories which were re-equipped and re-arranged are carrying increased work with greater dispatch and accuracy.

LECTURES

The following lectures were well received and indications are that the facts presented have been practically applied to the daily program of many people in the audiences as well as others living in the community in which the lectures were given.

Boards of Trustees of Mothers' Assistance Fund

The purpose was to give the board members a better idea of how to help the subsidized mother to feed her children economically while giving them the foods rich in growth promoting and disease resisting properties which are usually more expensive than energy giving foods. Most of the groups showed keen interest and some were enthusiastic. Inquiries for more nutrition information and such follow-up work as has been possible show that the knowledge gained during these lectures is being applied to the feeding of many subsidized children.

The Woman's Auxiliary to the Medical Society of the State of Pennsylvania.

Invitations to speak on Recent Development in Child Nutrition before County Auxiliaries also before the annual conference meeting in Erie, October 1929, afforded the opportunity to tell of the Depart-

ment's nutrition program as well as to discuss with a group of well-informed mothers pertinent problems in child feeding. A number of requests, the direct result of these lectures, have been received to address organizations on nutrition.

Pittsburgh Home for Babies

Again the invitation to give a short intensive course on the fundamentals of child feeding to a group of interested young women training to be mothers assistants. The Home is doing constructive work in behalf of better babies.

Hospital Association of Pennsylvania

An invitation to speak at the annual conference of the Association on the benefit accruing to the entire hospital from a properly equipped and conveniently arranged food department caused hospital officials to think more seriously about conditions in their own hospitals. Excerpts from the paper appeared in official organs of certain hospital organizations. These lead to requests for advice in planning and equipping institution kitchens.

National Training School for Institution Executives

The third series of lectures of nutrition and institution food problems were given before the National Training School at Dobbs-Ferry-on-Hudson. The student body represented many nations and many phases of institutional and welfare activities. The re-action of the student body to the course was most gratifying. This course combined with the two courses given in previous years has brought the Pennsylvania State Department of Welfare favorably before special representatives of other nations, also, many states of the United States.

NURSING CONSULTATION SERVICE

The duties of the Nursing Consultant relate primarily to nursing problems in Mental and State owned Medical and Surgical hospitals and to inspections of Maternity Homes and Hospitals.

This involves many specific interests such as having available at all times a person who can assume temporary responsibility in case of illness or absence of the head executive; reviewing of plans of hospitals, infirmaries, nurses homes, maternity homes and hospitals, advise and assist with training schools for attendants and nurses; assisting with the preparation of budgets for State owned institutions, consulting with various Bureau heads and staff members in problems relating to health, administration, nursing and organization; meeting requests for addresses for commencements and meetings; taking care of such matters as the Secretary of Welfare may direct which includes answering communications, obtaining data relating to situations, and rendering a consultant's opinion on problems relating to the field of nursing.

MATERNITY HOMES AND HOSPITALS

For some time the Department of Welfare has recognized the need for licensing of hospitals and a step toward this was made by the Act of Assembly, P. L. No. 473, approved May 6, 1929, requiring a license to care for maternity cases in hospitals and homes outside cities of the first and second class and State aided and State owned institutions. Administration of this Act was delegated to the Department of Welfare.

Much of the Nursing Consultant's time during the year has been consumed in formulating rules and regulations to guide the inspection of maternity homes and hospitals and in the inspection itself.

The rules and regulations provide that maternity homes and hospitals shall be classified according to equipment and management as follows:

- Class A: Separate building with complete equipment caring for maternity cases only.
- Class B: Hospitals or homes with separate maternity department with fully equipped delivery room and nursery.
- Class C: General hospitals or homes with either delivery room or nursery and general hospitals using the operating room for delivery, and any hospital or home that does not have a separate maternity service completely apart from all other activities.

Class D: Private homes and institutions that give boarding care during the prenatal period or during confinement and postnatal care to mother and infant.

The Department of Welfare gratefully acknowledges the helpful cooperation of the Department of Health and of the individual members of each County Medical Society in the State in securing the names of ninety-two institutions coming within the provisions of this Act. This number, however, does not represent all of the homes and hospitals of like character in the State. Others are from time to time being brought to our attention.

Many of these homes are located in very rural surroundings more or less isolated as far as transportation is concerned. In such instances there is usually a definite need for such a maternity home and great effort has been made to improve the equipment and personnel of these homes in order to give to these communities a better maternity service.

In the larger centers where there is good general hospital facilities in reach of the patient, an effort has been made to discourage the small home which frequently has a low standard of medical and nursing service at a cost to the patient approximating the cost of hospital care.

Out of the 45 licenses issued to maternity homes and hospitals to date, sixteen have been granted with no reservations; twenty with recommendations to be met by 1931; nine have had to meet very definite recommendations such as providing a delivery room, a nursery, improving nursing service, taking of footprints of the new born, and more complete records prior to the possibility of the issuing of a license. These institutions met the requisite requirements and were granted licenses for 1930. Fifteen licenses are now pending.

In view of this progress within so short a time it can be confidently stated that the educational effect of the Act will be far reaching and that conditions already corrected in this field have more than justified the passing of the Act. Incalculable benefits would be forthcoming if an Act were passed regulating the licensing of all hospitals. This is a hope for the immediate future.

One of the biggest problems facing the Department is the private maternity home caring for unmarried girls. Such homes are operated for commercial purposes and do extensive advertising to the extent that they assume all responsibility of the care of the baby. These babies are for adoption, and placements are made in homes that have not been thoroughly investigated by a trained worker as to the suitability of such homes for adoption. Babies are deprived frequently of breast feeding because of early placements. Inducements are offered to the young mother to give up her baby at a time when under pressure of disgrace she often makes a decision which later is deeply regretted but too late to make restitution.

There are apparently adequate facilities for the care of the unmarried girls in the general hospitals and in homes supervised by accredited social agencies, both of which work for the safe-guarding of the mother and baby's best interest.

STATE OWNED MEDICAL AND SURGICAL HOSPITALS

Many improvements pertaining to the welfare of nurses have been made since the previous biennium. This has reacted for a better personnel and in better care of the patients in the institutions, for the nurse represents a large part of the care of the patient.

Coaldale, Locust Mountain, Ashland and Scranton State Hospitals have new nurses homes which provide adequate and modern living conditions for their nursing personnel. Hazleton State Hospital is in great need of an addition to the present nurses home. It is necessary to house three student nurses in most of the rooms and some are housed in the hospital building which makes questionable the future accrediting of the training school by the State Board of Nurse Registration. The maternity unit in this hospital is inadequate. The obstetrical ward is removed from a bath or toilet room which makes it difficult to properly care for maternity patients or trained student nurses in proper technique. A complete new obstetrical department should be provided in this hospital if it is to continue to admit maternity patients.

Inadequate housing facilities for student nurses exist at both Nanticoke and Philipsburg State Hospitals. At Nanticoke several of the student nurses are housed in the basement with a very small window near the ceiling in their rooms. Additions to both nurses homes is an urgent need.

At Connellsville State Hospital it is necessary for nurses to live in rented rooms outside the hospital. The arrangement is not satisfactory. A nurses home is much needed.

Scranton State Hospital is in need of a larger obstetrical department where maternity patients can be cared for in a segregated unit, and a dietetic and science laboratory with necessary equipment for teaching of student nurses. Unless these improvements are made in the near future, it is a question whether the training school can continue to be placed on the list of the accredited by the State Board of Nurse Registration.

Shamokin State Hospital is crowding patients in a space much too small for the number of patients. Frequently it is necessary to place patients in the corridor of the Hospital for lack of space in the wards. There is no children's ward provided and children's beds are placed lengthwise in the center of the men's and women's wards. This is a violation of good hospital standards and a ward should be provided for the care of children. The present quarters used by the

Superintendent of the Hospital should be given over to space for patients. Provision should be made for housing the Superintendent and his family outside of the hospital building.

Safety vaults for the storage of X-Ray films have already been provided in several of the hospitals and are being installed in each State owned hospital as rapidly as funds will permit.

MENTAL INSTITUTIONS

More schools for the training of attendants are indicated in order to guarantee intelligent care for the mentally ill.

The provision of courses in psychiatric nursing for nurses in the general hospitals is pressing.

Four of the mental hospitals are conducting training schools for nurses. A larger budget for a teaching and supervising staff is needed in order to equip and provide these training schools with an adequate staff. When sufficiently manned these institutions will be in a position to admit students from the general hospitals for theoretical and practical work with mentally ill patients.

This need should not be neglected in view of the fact that there are eight hospitals for the care of the mentally ill, and it is hoped that Pennsylvania will assume leadership in progressive methods in the nursing care within its institutions.

SUMMARY OF NEEDS

From the foregoing statements it is obvious that Nanticoke, Conellsville, Philipsburg and Hazleton State Hospitals need relief for the housing of nurses.

That the Hazleton and Scranton State Hospitals need an obstetrical unit for the care of maternity patients that will not only satisfy the State Board of Nurse Registration but also conform to the standards set forth in the rules and regulations of this Department in reference to the maternity homes and hospitals that receive licenses from the Department of Welfare to do obstetrical work.

The provision for a children's ward at the Shamokin State Hospital is urgent.

The need that an adequate budget be provided in the mental hospitals for their schools of nursing and attendant courses in order that more and better training can be given to those caring for our mentally ill patients.

ALCOHOL PERMIT BOARD

The Pennsylvania Alcohol Permit Board consisting of the Secretary of Welfare, Secretary of Health, and the Attorney General, supervises and regulates the manufacture, storage, sale at wholesale, and transportation of alcohol and alcoholic liquid by the issuance of permits, inspections and monthly reports. These functions are exercised in complete cooperation with the Federal Prohibition authorities and the Pennsylvania State Police force.

Before permits are issued, a careful investigation is made of the applicants, who must also appear for personal examination. During the year 1929 and the first part of 1930 the following permits were issued by the Board :

<i>Classification</i>	1929	1930
A—Industrial Alcohol Plant	5	8
B—Bonded Warehouse	12	13
C—Denaturing Plant	7	6
D—Bonded Dealer in Ethyl or Pure Alcohol	4	2
E—Bonded Dealer in Specially Denatured Alcohol	8	7
F—Wholesale Dealer in Completely Denatured Alcohol .	31	27
G—Brewer or Manufacturer of Cereal Beverages	40	32
H—Bailee for Hire	7	6
I—Transporter for Hire	10	9
J—Wholesale Dealer in Alcoholic Liquid for Medicinal, Sacramental and Non-Beverage Purposes	9	9
Total	133	119

The activities of the Board have resulted in a gradual reduction in the number of permits issued.

Hearings were conducted on five applications for renewal of permits for the year 1929 resulting in the refusal of the following applications :

<i>Name of Applicant</i>	<i>Classification</i>
Keystone Oils & Naval Stores, Phila.	Wholesale Dealer in Completely Denatured Alcohol
Ethelbert DeLong Burns, Chester	Brewery
Eagle Brewing Co., Catasauqua	"
John Judd, Easton	"
Danville Manufacturing Co., Danville	"

Whenever there is a violation, the permittee is cited to show cause why its permit should not be revoked and a public hearing is conducted by the Board at which time witnesses are heard. During the years

1929 and 1930 eight such citations were issued resulting in the dismissal of one proceeding and revocation of the following permits:

<i>Name of Permittee</i>	<i>Classification</i>
Dæufer Lieberman Brewing Co., Allentown	Brewery
Flock Brewing Co., Williamsport	"
Lykens Valley Ice and Beverage Co., Lykens	"
Francis J. Pancheri, Mauch Chunk	"

In the other three cases the proceedings are still pending.

In cases where the permit is revoked, the bond in the amount of Ten Thousand Dollars which covers the permit, is referred to the Attorney General for collection for the Commonwealth. During the year 1929 collection was made of bonds given by the Altoona Beverage and Ice Company, Altoona, and the Home Beverage Company, Brad-dock, which, together with interest, amounted to \$21,335.43.

At this time judgments have been entered on bonds in the follow-ing cases, the collection of which is pending decisions on appeals taken to the Supreme Court on various phases on the bond:

J. & A. Moeschlin, Sunbury
 Malt Beverage Company, Wilkes-Barre
 Monongahela Beverage Company, Monongahela
 Woodside Manufacturing Company, Freeland
 Rettig Beverage Company, Pottsville
 Lykens Beverage and Ice Company, Lykens

In addition to the proceedings taken on bonds, criminal proceed-ings are brought against the officers, and also equity proceedings to padlock the premises as a nuisance. This threefold procedure has re-sulted in eliminating most of the illegitimate concerns.

In cases where persons are operating without a permit, the Board seizes such illegal product as may be found on the premises. During the years 1929 and 1930, 22,720 gallons of alcohol were seized, 100 gallons of wine, and 38,144 gallons of beer. After appropriate pro-ceedings, orders were obtained for its destruction.

The establishment of this Board and the exercise of its authority under the provisions of the Act, together with the close cooperation, has established in Pennsylvania a most effective system of law enforce-ment which is being used as an example by the National authorities for other states to follow.

PART II

FINANCIAL

The biennial report is a history of the activities and development of the Department. It is in order then to record the changes in the State Government which directly affect the Department and the institutions under its supervision. The recent changes were for the most part embodied in the Administrative Code of 1929 and the new Fiscal Code which defined the powers, duties and procedures of the Department of Revenue created by Act of Assembly, April 9, 1929, P. L. 177.

The provisions of the Administrative Code of 1929 did not alter the functions of the Department proper in any marked degree. The most important change was the omission of sub-section (d), Section 2015 of the Administrative Code of 1927, which gave the Department the power and duty—

“To make and enforce rules and regulations, not inconsistent with this act, for the making of contracts, the purchase of supplies, and the employment of persons by State institutions under the supervision of the Department, including contracts for repairs, alterations, equipment, and construction of buildings belonging to or used by such State institutions;—”

Under the Administrative Code of 1927 the Boards of Trustees of the State institutions were responsible for contracting for all construction work, for repairs and alterations and for the purchase of the commodities used by their institutions. The Administrative Code of 1929 transferred to the Department of Property and Supplies all major construction and repair work and the purchase of nonperishable commodities; hence it is no longer necessary for the Department of Welfare to regulate the making of contracts for the functions which were transferred. The Department still has the power and duty to approve such contracts for construction, alterations, repairs and purchases as the Boards of Trustees are privileged to make under the limitations of the Administrative Code.

The right to make and enforce rules and regulations relating to the employment of persons by State institutions was apparently omitted in the Administrative Code of 1929. However, the omission was only apparent inasmuch as the State institutions are subject and responsible to the Department of Welfare in all matters involving the expenditure of money (Ad. Code Sec. 503). The Department must necessarily supplement the promulgations of the Executive Board relating to the employment of persons in State institutions by the formulation of regulations or instructions.

The Department is still required to approve or disapprove all plans for the erection or substantial alteration of any State institution. Its privileges and responsibilities then in the matter of the construction of new buildings or the carrying on of other important projects are substantially the same as they were under the Administrative Code of 1927.

CENTRALIZED PURCHASING

The management of the State institutions by the Boards of Trustees was directly affected by the Administrative Code of 1929. In the first place, under the new Code centralized purchasing, advocated for so many years by its proponents, was inaugurated. However, it was deemed expedient by those who were directly concerned in the reorganization of the State Government to leave with the Boards of Trustees the right to purchase perishable food-stuffs and fuel. Moreover, if a State institution demonstrates at any time that it can purchase an article for a less price than can be obtained by the Department of Property and Supplies it is permitted to purchase the article direct from the vendor. The general provisions relating to centralized purchasing are set forth in Section 507 of the Administrative Code and more specifically in Section 2403 (e) of the same act as follows:

“To act as the purchasing agency for any administrative department, or independent administrative or departmental administrative board or commission, which by law is authorized to purchase materials or supplies and pay for the same out of fees or other moneys collected by it, or out of moneys specifically appropriated to it by the General Assembly, except that all departments, boards, and commissions, requiring perishable food-stuffs or fuel for use in State institutions may purchase such food-stuffs and fuel directly, and any department, board or commission, having charge of a State institution, which is able, after competitive bidding, to purchase any article for a less price, f. o. b. the institution, than the price at which such article can be furnished by the Department of Property and Supplies, f. o. b. the institution, may purchase such article directly. All purchases made by the Department of Property and Supplies, as purchasing agent under this clause, shall conform to schedule, unless the Board of Commissioners of Public Grounds and Buildings shall specifically authorize a departure from schedule, and all purchases made directly for any State institution shall conform to the specification contained in the schedules, or, if the article be not included in the schedules, then to the standard specification, if any, adopted by the Department of Property and Supplies for the commodity purchased, unless the Board of Commissioners of Public Grounds and Buildings shall have specifically authorized a departure from such specification.”

A year and a half is too short a period in which to test the working of centralized purchasing. Such a tremendous undertaking requires a personnel which must gain much of its training from experience in the new work; it calls for a mass of information and data which

can be had only by accumulation over a considerable period of time; it calls for a routine which can be developed only by experimenting to find what is practicable.

It can be said that the new system has already been well established and for this much credit is due the managements of the State institutions for the fine spirit of cooperation which was manifested from the beginning.

CENTRALIZED CONSTRUCTION

The second major change in the State Government affecting the State institutions was the centralizing of all construction work in projects costing \$10,000 or more. Prior to 1929, appropriations for new construction, major repairs and alterations were made directly to the Boards of Trustees of these institutions. With the approval of the Department of Welfare the Boards of Trustees were privileged to undertake any project for which an appropriation had been made. The managements not only employed architects and engineers when necessary but awarded the contracts for the work to be undertaken. The Department of Property and Supplies supervised the work which was done under contract but this supervision was in the nature of an inspection to see that the plans and specifications were adhered to by the contractors.

Under the Administrative Code of 1929, the Department of Property and Supplies was given the responsibility of actually constructing the projects for which the Boards of Trustees had been responsible until June 1, 1929. The appropriations for improvements, extensions and developments at the State institutions were granted to the Department of Property and Supplies at the Session of 1929

“—for the purchase of condemnation of land for the Commonwealth and the erection and construction of new buildings, and for altering, adding to or replacing existing buildings of the Commonwealth—”

at the several State institutions and elsewhere.

The detailed statement of the rights and duties of the Department of Property and Supplies relating to construction are to be found in Section 2408 of the Administrative Code. Space does not permit the presentation of the procedure which is followed but the general provisions are found in Section 508 of the Administrative Code which is quoted as follows:

“Section 508.—Erection, Repairs, or Alterations of and Additions to Buildings.—(a) No administrative department, except the Department of Property and Supplies, and no administrative board or commission, shall, except as in this act otherwise specifically provided, erect or construct, or contract for the erection or construction of any new building, or make, or contract for the making, any alterations or

additions to an existing building, involving an expenditure of more than ten thousand dollars (\$10,000) and, in any case in which any other department or any board or commission is by this act authorized to erect or construct buildings, or make alterations or additions, such erection or construction shall be under the general supervision of the Department of Property and Supplies.

“(b) All repairs to existing buildings of the Commonwealth shall be subject to inspection by, and the general supervision of, the Department of Property and Supplies, and all plans and specifications for repairs to buildings, under the control of departmental administrative boards and commissions, shall be subject to approval by the departments with which such boards or commissions are respectively connected.

“(c) All plans and specifications for new buildings and for alterations or additions to existing buildings, shall be subject to the approval of the department, board or commission using or intending to use the building being erected or constructed, or to which an alteration or addition is being made, and, in the case of buildings used by or for the use of departmental administrative boards or commissions, the plans and specifications shall also be approved by the department with which the board or commission is connected.

“(d) Buildings may be erected or constructed, or alterations or additions made, wholly or partially by the labor of employes or inmates or patients of State institutions, if, in the judgment of the agency responsible for the management of such institution, and of the Department of Property and Supplies, the work can be properly and safely done by such employes, inmates, or patients. In such cases, the Department of Property and Supplies, or such agency of the State Government or outside supervising engineer or engineering concern, as it may approve, shall have direct supervision of the work, and in all cases the Department of Property and Supplies shall have the right to inspect and generally supervise the work.”

The procedure which has been followed by the Department of Property and Supplies, the Department of Welfare, and the Boards of Trustees of the State institutions is briefly as follows:

1. A Board of Trustees prepares an allocation of the appropriation granted to the Department of Property and Supplies for use at the institution managed by such Board of Trustees. The allocation sets forth the several projects which the Board desires to have undertaken and the estimated cost of each project.

2. The allocation of the appropriation is presented to the Department of Welfare for approval. If satisfied, the Department of Welfare forwards the allocation to the Budget Secretary with the recommendation that the allocation be approved.

3. The Department of Property and Supplies prepares a budget based on the approved allocation presented by the Board of Trustees and submits it to the Budget Secretary for approval.

4. With the approved budget in hand, the Department of Prop-

erty and Supplies selects an architect or engineer and if the selection is approved by the Department of Welfare and the Board of Trustees a contract is entered into with the architect or engineer.

5. The Department of Property and Supplies directs the architect or engineer to act as the agent of the Board of Trustees in developing the plans and specifications.

When the preliminary plans and specifications have been approved by the Board of Trustees, the Department of Welfare and other departments which may be interested, the architect or engineer presents these preliminary plans, specifications and cost estimates to the Department of Property and Supplies. If satisfied, the Department of Property and Supplies authorizes the architect or engineer to proceed with the development of the final plans and specifications.

6. When the architect or engineer has completed the final plans and specifications to the satisfaction of the Board of Trustees and obtains the approval of the Department of Welfare and such other departments as may be interested, he presents the plans, specifications and cost estimates to the Department of Property and Supplies.

7. If the Department of Property and Supplies is satisfied with the final plans and specifications, it advertises the project for bids.

8. The bids are opened by the Department of Property and Supplies and a representative of the Board of Trustees is privileged to be present at the appointed time.

9. If the lowest bid acceptable to the Department of Property and Supplies approximates the amount budgeted for the project the contract is awarded.

10. The contractor in each case works under the direction and control of the Department of Property and Supplies and the architect or engineer.

11. Necessary changes in the plans and specifications may be made as the work progresses if authorized by the Department of Property and Supplies and approved by all interested parties.

The new policy and plan of handling construction work has worked well thus far. There was the usual delay in getting architects appointed, plans developed, and contracts awarded. It was this seemingly unavoidable delay for which Boards of Trustees had been criticized and which was used as an argument for centralized construction.

The Department of Property and Supplies has cooperated with the Boards of Trustees and the Department of Welfare to the fullest extent. Architects and engineers have been in every sense of the word agents of the Boards of Trustees in developing plans. Limited only by the amount of money available, the managements of the institutions have been free to develop with the assistance of their professional

advisors the projects for which appropriations had been granted. It was not until after the Department of Welfare had given its approval that the Department of Property and Supplies took the plans and advertised for bids.

While some trustees have resented their being deprived of the function of contracting for large projects, it must be recognized that Boards of Trustees have been relieved of much time consuming work. And after all, such work is incidental to the major functions of a board which are to see that their wards are properly cared for in keeping with the best practice and that the future development of its institution from the standpoint of capacity, facilities, and service is given continuous, constructive study.

PLANNING FOR CONSTRUCTION PROJECTS IN ADVANCE OF APPROPRIATION GRANTS

The delay which has characterized the work of the Department of Property and Supplies and for which the Boards of Trustees were criticized in the biennium of 1927-29 was in a large measure unavoidable. It was due largely to the fact that in the past a project could be started only after an appropriation became available. An architect could not be employed to develop plans for a structure for which it was not certain that money would be appropriated.

On the other hand, it was impossible to present reliable estimates of the cost of new buildings before the Appropriation Committees of the House and Senate without having in hand tentative bids of contractors based on completed plans. As a consequence, appropriations were all too often inadequate for the purpose intended.

By a new provision written into the Administrative Code of 1929, the way is clear to remedy these conditions. Section 2411 of the Administrative Code provides that

“The Department of Property and Supplies shall have the power out of funds appropriated to it for the purpose to cause plans and specifications for and estimates of the cost of State buildings or alterations or additions to the same to be prepared prior to the meeting of the General Assembly.”

The procedure in appointing an architect, developing the plans, and securing tentative bids is substantially the same as that followed in carrying through a project for which money has actually been appropriated. Sub-section (f) of the above cited Section 2411 is of interest and is here quoted:

“Bids submitted in any such case shall be publicly opened and tabulated on the date specified in the advertisement, and all plans, specifications, and proposals shall be available to the General Assembly for consideration in connection with the request for an appropriation for the erection, alteration, or enlargement of the building.”

It will be readily appreciated that with such estimates in hand a budget can be reliably prepared and the General Assembly can act intelligently on appropriation requests. Moreover, if the money for a project is granted, the contracts can be awarded without delay on the first day of June following the granting of the appropriation.

An allowance of \$100,000 was made for the payment of architects and engineers engaged to develop plans in anticipation of requests to be presented to the General Assembly at the Session of 1931. One of the projects for which plans will be developed under this new provision of the Administrative Code is the group of buildings for the new Cumberland Valley State Institution for Mental Defectives. If money is appropriated for this project it is estimated that the construction work will be advanced at least nine months by the new procedure just discussed.

PROJECTS COSTING NOT MORE THAN \$10,000

In the transfer of major construction work to the Department of Property and Supplies as the central agency, it should be noted that the right to contract for projects costing \$10,000 or less was left with the Boards of Trustees. The cost of such construction, alteration or repair work is charged to the maintenance appropriation and the procedure in undertaking a project is the same as that which prevailed prior to the enactment of the Administrative Code of 1929.

CONTROL OF AUTOMOBILES

Another privilege transferred from the Boards of Trustees to the Department of Property and Supplies was the control of automotive equipment including passenger cars and trucks. Prior to June 1, 1929, the title to such equipment was in the name of the Board of Trustees in each case and the management of the institution had full control of its motor equipment. The motor equipment could be used under such restrictions as might be imposed by a Board of Trustees and the management in each case was responsible for the purchase of gas, oil and parts and the maintenance of equipment in good repair.

Under the present arrangement the title to all automotive equipment is in the name of the Department of Property and Supplies. Detailed reports must be made each month to that Department as to the use of the equipment, together with a statement of the gas and oil consumed. If repairs are to be made the equipment must be taken to a garage which is under contract with the Department of Property and Supplies unless the management of the institution is prepared to make the necessary repairs. Parts must be purchased through the Department of Property and Supplies.

Inasmuch as the title to automobiles and trucks is in the name of

the Department of Property and Supplies it follows that all such equipment for the use of State institutions is purchased by that Department from money appropriated to it.

PUBLICATIONS

Under the provisions of Section 521 of the Administrative Code, the Boards of Trustees are required to look to the Department of Property and Supplies for the printing of bulletins, stationery and forms. If an institution has its own printing plant it can by arrangements with the Bureau of Publications get authorization to do its own printing. The section relating to printing is quoted as follows:

“Section 521. Publications.—No department, boards, or commission shall publish or distribute any publication, map or document to the public, except through the Department of Property and Supplies, unless the Department of Property and Supplies shall have consented to the direct publication or distribution of such publication, map or document, by such other department, or by such board or commission.”

DEPARTMENT OF REVENUE

One of the most notable changes in the State Government had to do with the financing of the State institutions. Prior to July 1, 1929, the date on which the new Department of Revenue began to function, the Board of Trustees of a State institution collected all moneys due for the care of its patients and wards. These moneys and miscellaneous income, together with periodic payments from the State Treasury, were deposited by the Treasurer of the institution in the name of the Board of Trustees. All obligations of the management incurred in operating the institution were paid by the Treasurer.

But the Fiscal Code changed this plan of financing. All moneys due an institution are now collected by an agent of the Department of Revenue and transmitted directly through the Department of Revenue to the State Treasury. While this step relieved the management of the responsibility of collecting its bills for service rendered, it took from each Board, at the same time, the privilege of handling its funds, which in some of the large institutions ran into six figures.

Under the plan operated by the Department of Revenue, an agent is placed by that Department in each institution, who is responsible for the classification of patients as full-pay, part-pay and free. He is, moreover, responsible for sending out the bills to private individuals and to the counties and poor districts for the care and treatment of their patients and wards. The Revenue Agent collects all moneys due the institution for service rendered or for surplus products which may be sold.

The Department of Revenue pays the salary of the Revenue Agent and of such clerical assistants as may be necessary to carry on the

work for which the Department is responsible. Inasmuch as the Revenue Agents must do a good deal of field work incidental to the collection of bills and the investigation of the financial status of patients, the Department of Revenue has designated a permanent employe of each institution to serve as Associate Revenue Agent. This Associate represents the Revenue Agent in his absence from the office of the institution.

Heretofore the appropriations to the State institutions were intended to supplement the income of those agencies. The amount appropriated was determined by deducting the estimated income for a biennial period from the estimated expenditures. The appropriation measure for each State institution passed at the Session of 1929 was in an amount sufficient to cover the total estimated expenditures for the biennium of 1931-'33. The appropriation included the amount which it was estimated that an institution would collect from local sources. All money then which an institution needs for operation, furnishings and equipment for the current biennial period is paid from the State Treasury.

The procedure for the disbursement of money appropriated to an institution is outlined in Section 1501 of the Fiscal Code of 1929 as follows:

“No money shall be paid out of any fund in the State Treasury except the State Workmen’s Insurance Fund, “until a requisition therefor shall have been presented to or prepared by the Auditor General.

“For money appropriated to departmental administrative boards——such boards——shall prepare requisitions, and forward them to the departments with which they are respectively connected. Such departments, if they approve the requisitions, shall so signify in writing, and shall transmit them to the Department of the Auditor General. No requisition of a departmental administrative board——shall be valid without the approval in writing of the department with which such board——is connected.”

The Boards of trustees of the State institutions are departmental administrative boards. Accordingly, with the beginning of the new biennium the managements of the institutions proceeded under the new plan to file with the Department their Payroll Requisitions and requisitions carrying invoices for commodities purchased. Except as explained hereafter, all employes of State institutions under the new arrangement are paid by individual check directly from the State Treasury and all payments to concerns which have furnished commodities or services to an institution are paid directly from the State Treasury.

A small amount of money is advanced to each institution to serve in the nature of a petty cash fund. This money is held in the name of the Treasurer of the institution to be used for emergency pay-

ments, the purchase of stamps, the payment of food supplies in small quantities customarily purchased on a cash basis, and to take advantage of cash discounts where time does not permit payment in the usual way from the State Treasury. The amount advanced to an institution depends on its size, this amount varying from \$1,000 to \$5,000 for the largest institutions. Authorization for such advances is contained in Section 1504 of the Fiscal Code of 1929 as follows:

“Whenever an appropriation shall have been made to any department, board, or commission of the State Government,—which is intended for expenses of such a nature as to make it impracticable for such department, board, commission, board of trustees, or agency, to file with the department of the Auditor General itemized receipts or vouchers prior to the payment of such expenses, upon requisition and warrant in the usual way—the Auditor General, after submission of such requisition to and approval thereof by the Governor, shall draw his warrant upon the State Treasurer for such sum or sums, to be paid out of the appropriation, as in the discretion of the Governor may be necessary, but the advancement shall never in any case exceed the amount of the bond of the officer or individual having control of the disbursements from the funds advanced.”

The plan of paying practically all of the obligations of an institution directly from the State Treasury has worked well. While those institutions which had surpluses or revolving funds were able to meet their payrolls and pay their obligations promptly under the old plan, many institutions were frequently embarrassed for lack of funds. It was not uncommon in certain institutions for the employes to wait for days or even weeks for their salary payments. Because of long delays in payment the credit of some institutions became so bad that commercial concerns hesitated to deal with them. It is safe to say that never before the present time have the obligations of all State institutions been met with the promptness which now prevails.

GENERAL IMPROVEMENTS

ADMINISTRATION IN STATE INSTITUTIONS

The Biennial Report of 1927-'28 discussed the findings of the certified public accountants who made an audit and survey of the management of the State institutions. Some of the conditions which were deemed unsatisfactory by the auditors have been corrected by provisions incorporated in the Administrative Code, the Fiscal Code and other acts of Assembly at the Session of 1929. These provisions are discussed briefly in the following paragraphs.

SURPLUS FUNDS

The audit revealed that several institutions had surplus funds which had accumulated over a long period of years in various ways and which amounted to large sums in some cases. These surpluses served as revolving funds and were of a real advantage to such institutions under the old plan of financing. Under the new plan, however, with all payments made directly from the State Treasury, there is no longer need for such revolving funds in the possession of institutions.

Under the provisions of the Act of April 25, 1929, P. L. 722, all surplus funds held by Boards of Trustees of State institutions were paid into the State Treasury. Certain institutions had trust funds representing moneys which had been given to the Boards of Trustees for the benefit of the institutions over which they had supervision. These trust funds were not classified as surpluses and have, therefore, been left with the Boards of Trustees to fulfill the intent of the donors.

DONATIONS

Under the provisions of Section 513 of the Administrative Code, Boards of Trustees are permitted to

“—accept gifts or donations of money, securities, or other personal property, which, or the income of which, shall be used in conducting the work of such—board—or for the benefit of the inmates or patients of any State institution administered by such—board—.”

Prior to the enactment of this provision, the Boards of Trustees could not legally accept gifts or donations, particularly since 1923.

SALE OF SURPLUS PRODUCTS

The audit reports criticized the sale of surplus produce such as potatoes, perishables, wheat and wool and also the sale of junk on the

open market because there was no legal authorization for such sales. It was recognized as being good business and, accordingly, a provision was inserted in the Administrative Code making it possible to dispose of surplus produce, hides and junk.

Section 511 of the Administrative Code provides in part as follows:

“All departments, boards and commissions may sell, for the best price obtainable, but not less than the current market price for similar products, any surplus products of the soil, meats, live stock, timber, or other materials, raised or grown upon or taken from property of the Commonwealth administered by such departments, boards, or commissions, respectively.

“As used in this section, ‘surplus’ shall mean products, meats, live stock, timber, or other materials, which cannot conveniently and economically be used in connection with the proper maintenance of the institution——”

The proceeds of sales must be paid into the State Treasury through the Department of Revenue and the law requires that an accurate record of such sales be maintained subject to audit by the Department of the Auditor General.

LIABILITY INSURANCE

The Boards of Trustees and the Department of Welfare have maintained for some years that the institutions had a moral responsibility to protect the drivers of their automobiles against personal financial loss resulting from accident and injury to others. Because there was no legal authorization for liability insurance, the auditors criticized each institution which carried such insurance.

Section 2404 of the Administrative Code provides that

“The Department of Property and Supplies shall have the power and its duty shall be:

“(b) To procure liability insurance covering vehicles owned by the Commonwealth, and operated by State officers or employes.

“All insurance procured by the Department of Property and Supplies hereunder shall protect both the Commonwealth and the State officer or employe operating the vehicle, against claims for damages for injury to person or property, within such limits as the department, with the approval of the Executive Board, shall prescribe.”

FIDELITY BONDS

By the provisions of Section 219 of the Administrative Code of 1929 the Executive Board was given the responsibility of fixing the amounts of such fidelity bonds as may be prescribed for officers and employes of State institutions by the Secretary of Welfare with the approval of the Executive Board. This has resulted in clearing up a situation which was annoying to the Department of Welfare and its

Table I
Relation of Population to Capacity
State Institutions Other Than General Hospitals
June 1, 1927

Mental Hospitals	Census Including Paroles	Number on Parole	Number in Institution	Bed Capacity	Excess of Number in Institution over Capacity	
					Number	Per cent
Total -----	12,336	1,130	11,206	10,304	902	8.8
Allentown -----	1,636	312	1,324	1,359	-35	-2.6
Danville -----	1,881	194	1,687	1,628	59	3.6
Farview -----	648	28	620	391	229	58.6
Harrisburg -----	1,698	135	1,463	1,120	343	30.6
Norristown -----	3,128	237	2,891	2,854	37	1.3
Torrance -----	493	30	463	418	45	10.8
Warren -----	1,826	168	1,658	1,498	160	10.7
Wernersville -----	1,126	26	1,100	1,036	64	6.2
Mental Defectives						
Total -----	3,819	176	3,643	2,767	876	31.7
Laurelton -----	261	16	245	*519	-274	-52.8
Pennhurst -----	1,307	68	1,239	1,096	143	13.0
Polk -----	2,251	92	2,159	1,152	1,007	87.0
Penal and Correctional Institutions						
Total -----			5,040	3,933	1,107	28.1
Eastern State Pen. -----			1,563	969	594	61.0
Western State Pen. -----			1,096	1,140	-44	-3.9
Rockview -----			707	**290	417	143.8
Huntingdon -----			863	804	59	7.3
Morganza -----			714	600	114	19.0
Muncy -----			97	130	-33	-25.4

*Includes cottages at Laurelton under construction with money appropriated at the Session of 1925 but not occupied June 1, 1927.

**Represents 250 single cells in partially completed Cell Block and 40 beds in Merritt House. All prisoners comfortably housed in these quarters and the dining hall used for dormitory purposes.

institutions for several years. Bonds are procured by the Department of Property and Supplies which also pays the premium on the policies.

CONSTRUCTION

Under the administration of Honorable John S. Fisher, Governor of the Commonwealth, more money was appropriated to the State-owned institutions for construction purposes than ever was appropriated by the General Assembly for an administrative period of four years. At the Session of 1927, \$5,918,500 was appropriated but this large amount was surpassed when the General Assembly of 1929 appropriated \$10,000,000 for construction, improvements and land for the State institutions.

Table II
Appropriations for Construction
Improvements and Land for Four Years Ending
May 31, 1931

	Biennium 1927-'29	Biennium 1929-'31	Four Years 1927-'31
Grand Total -----	\$5,918,500	\$10,090,101	\$16,008,601
Mental Hospitals			
Total -----	2,060,500	2,964,601	5,025,101
Allentown -----	200,000	323,000	523,000
Danville -----	250,000	310,000	560,000
Farview -----	87,500	503,000	590,500
Harrisburg -----	300,000	608,000	908,000
Norristown -----	146,000	142,251	288,251
Torrance -----	650,000	478,000	1,128,000
Warren -----	335,000	287,000	622,000
Wernersville -----	92,000	313,350	405,350
Mental Defectives			
Total -----	1,660,000	1,810,000	3,570,000
Cumberland Valley -----		243,000	243,000
Laurelton -----	500,000	150,000	650,000
Pennhurst -----	225,000	678,000	903,000
Polk -----	635,000	196,000	831,000
Selinsgrove -----	300,000	643,000	943,000
Penal and Correctional Institutions			
Total -----	1,448,000	5,215,500	6,663,500
Eastern State Pen. -----		5,500	5,500
Graterford -----	750,000	4,000,000	4,750,000
Western State Pen. -----		88,000	88,000
Rockview -----	500,000	338,000	838,000
Huntingdon -----	103,000	258,000	361,000
Morganza -----	95,000	257,000	352,000
Muncy -----		269,000	269,000
Medical and Surgical Hospitals			
Total -----	750,000		750,000
Ashland -----	135,000		135,000
Blossburg -----			
Coaldale -----	140,000		140,000
Connellsville -----	50,000		50,000
Hazleton -----	50,000		50,000
Locust Mountain -----	110,000		110,000
Nanticoke -----	85,000		85,000
Philipsburg -----			
Scranton -----	180,000		180,000
Shamokin -----			

The amount appropriated at the Session of 1927 was in recognition of the serious condition of over-crowding existing in the State Hospitals, Schools for Mental Defectives and Penal and Correctional Institutions. The conditions existing at the time were of such a nature as to induce the Public Charities Association to initiate a campaign for a \$50,000,000 bond issue for construction and improvements in the State institutions. The General Assembly at the Session of 1925

passed the necessary legislation to permit the proposed amendment to be voted upon at the general election in 1928.

The vote on the Bond Issue was unfavorable and it is generally believed that the failure of the amendment was due to the assurances which were given by the Administration that appropriations approximating \$10,000,000 for the construction program of the State institutions would be granted at the Session of 1929. The amount actually appropriated was \$9,847,101.

The aim of those who advocated the Bond Issue was to relieve the existing overcrowding in the State institutions and to provide adequately for the future needs of the institutions. This, of course, was the aim of the Administration and the Department of Welfare in particular. That the condition existing on June 1, 1927, the date on which the appropriations for the biennium of 1927-'29 became available, was serious in certain institutions can be seen from the study of Table 1.

The record of the Administration has been so noteworthy that the appropriations to the several institutions for each of the two bienniums should be presented in one table. The needs of each group of institutions were recognized, particularly at the Session of 1927, when practically every institution was faced with the problem of overcrowding. In Table II will be found the amount appropriated to each State institution.

WHAT HAS BEEN ACCOMPLISHED

With the appropriations totaling substantially \$16,000,000 as listed in Table II much has been accomplished. Overcrowding has been relieved and entirely eliminated in some of the institutions. Patients are, with few exceptions, comfortably housed and employes live in more satisfactory quarters. The tillable acreage of the institutions maintaining farms has been increased by the purchase of many desirable tracts of land. Conditions which constituted serious hazards to life and property have been corrected and numerous substantial improvements of a replacement nature have been made.

New Eastern State Penitentiary. The outstanding development of the administrative period was the construction of the New Eastern State Penitentiary at Graterford. An appropriation was granted at the Session of 1927 but the work progressed so rapidly that an additional \$500,000 was made available before the Session of 1929 adjourned. Moreover, an appropriation of \$3,500,000 was granted for carrying on the work during the biennium of 1929-'31. All told, this made a total of \$4,750,000 for the four year period which will end May 31, 1931.

The undertaking of the New Eastern State Penitentiary gave im-

mediate relief to the overcrowding which existed in the old penitentiary. Barracks were constructed and approximately 400 prisoners were transferred to Graterford in the Spring of 1928. Since that time, upwards of 800 men have been housed at Graterford in the barracks and the newly constructed cell blocks.

Selinsgrove State Colony for Epileptics. The Act of July 25, 1917, P. L. 1206, authorized the purchase of ground and the erection of buildings for the Eastern State Hospital for the Insane at Selinsgrove, Snyder County. The site was purchased but money was never appropriated for the construction of the hospital buildings.

The Department of Welfare after surveying the needs of the Commonwealth for the care of its dependents decided that there were enough general hospitals for mental diseases. There was, however, no State institution devoted to the care of the large number of epileptics cared for in the State Hospitals and Schools for Mental Defectives. Accordingly it was decided that the establishment of a State Colony for Epileptics would be the best use to which the property at Selinsgrove could be put.

At the Session of 1927, \$300,000 was appropriated for the beginning of the new State Colony for Epileptics. Three cottages, each accommodating 50 patients, were erected and an appropriation of \$643,000 was granted at the Session of 1929 to continue the development of the new institution. By the end of the current biennium there should be accommodations for approximately 400 epileptics at Selinsgrove.

Cumberland Valley State Institution for Mental Defectives. The third new institution to be started during the Administration of Governor Fisher was the Cumberland Valley State Institution for Mental Defectives. The property on which this new institution is being developed was originally purchased for an institution for inebriates. The need for such an institution was not sufficiently urgent to warrant its being undertaken.

In 1923 the General Assembly on recommendation of the Department of Welfare designated this site to be used for the establishment of an institution for the care of mental defectives convicted of crime in such manner as might be provided by law. It was not until the Session of 1929, however, that an appropriation was granted to undertake its development.

The amount of this appropriation was \$243,000. The Department was gratified that this sum was appropriated for the new institution. This was insufficient to make any substantial start with new buildings. After due consideration, the Board of Trustees decided that the best use for the money would be to make provision for the permanent water

supply and sewage disposal system. The architect, however, was authorized to proceed with the development of the comprehensive plans for the institution as it will be ultimately developed. With the opening of the General Assembly of 1931 plans will be in readiness for the consideration of the new Governor and others concerned in appropriating money for the further development of the Cumberland Valley State Institution for Mental Defectives.

EXPANSION OF EXISTING INSTITUTIONS

Penal and Correctional Institutions. The Cell Block which was started at the Rockview branch of the Western State Penitentiary in 1919 was completed and occupied in November, 1928. A new Cell Block was provided in an appropriation granted at the Session of 1929. This will be a two-story structure of simple design with outside cells and planned to accommodate 246. This Cell Block will form the first half of a quadrangle, which will on completion bring the total capacity of Rockview to approximately 1,000 individual cells.

Huntingdon, Morganza and Muncy were enlarged to relieve overcrowding and in the case of Muncy, to provide for the admission of the penitentiary type of women.

Mental Hospitals. The aim in the construction program for the Mental Hospitals was primarily to relieve overcrowding and to give more satisfactory accommodations for employes. At the same time the aim was to provide accommodations for certain types of patients which had been neglected in some of the hospitals. At Danville, Norristown and Wernersville cottages for the special care and treatment of tubercular patients were erected. At Warren and Wernersville buildings were constructed for the reception, diagnosis and early treatment of patients on admission to these hospitals. The development at the Torrance State Hospital was pushed forward rapidly and with money appropriated at the Sessions of 1927 and 1929 buildings for the accommodation of no less than 625 patients will have been completed.

It would be too much to expect that overcrowding could be eliminated from the State Hospitals within a period of four years. The close of the current biennium, however, will find patients, for the most part, comfortably housed in all of the State Hospitals except Farview. This institution was given a substantial appropriation at the Session of 1929 but when the buildings thus provided for have been completed it will still remain the most seriously overcrowded of the State Hospitals.

Schools for Mental Defectives. The development of the Laurelton State Village was continued during the two biennial periods covered by this report. The capacity of the institution has been increased to

593 and at the same time such essential facilities as the central laundry and central kitchen have been constructed.

The Pennhurst State School has had a long waiting list of applicants desiring admission to the institution. With an appropriation of \$678,000 a beginning was made on the new Girls' Group of Buildings. Two ward buildings housing 312 patients and an Employes' Building are under construction at this time with money appropriated at the Session of 1929. Moreover, a long felt need of the institution was satisfied when the Auditorium was completed in the Fall of 1929.

The capacity of Polk State School will have been increased by practically 500 beds by the close of this biennial period. However, this construction program when completed will still find Polk overcrowded with several hundred on its waiting list. It must be evident, nevertheless, that much relief has been given by this Administration.

A notable development at Polk during the period under review was the erection of two temporary, inexpensive ward buildings to relieve the waiting list of those for whom applications had been filed for admission. Profiting from her experience and observations in public school work, the Secretary of Welfare recommended to the Board of Trustees at Polk that these buildings be erected at low cost just as boards of education had erected asbestos buildings to house the overflow of their schools. The Board was quick to respond to the suggestion and at a cost of less than \$200 a bed two buildings were erected to house about 200 patients.

This new venture in buildings for State institutions was so successful that on recommendation of the Secretary of Welfare \$250,000 was appropriated at the Session of 1929 for similar buildings in the State institutions to relieve overcrowding.

State-owned General Hospitals. The most urgent need in most of the ten State-owned General Hospitals was accommodations for nurses. At the Session of 1927, \$565,000 was set aside for new Nurses' Homes at the Ashland, Coaldale, Locust Mountain and Scranton State Hospitals. Additional accommodations for patients were provided at the Hazleton and Nanticoke institutions.

In Table III will be found a list of the most important projects undertaken during the Administration of Governor Fisher. This table also indicates the number of beds provided for patients and employes and data concerning the cost of construction. The data contained in this table are of value not only in showing what has been accomplished but as an indication of the possible cost of different types of structures which may be contemplated in the future.

Table III

**Construction Program of State Institutions
Four Years June 1, 1927 to May 31, 1931**

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Projects	Appropriations for Construction Extensions and Improvements			Capacity in Bed Units of Occupancy		
	Expenditures 1927-'29	Contracts and Allocations 1929-'31	Totals 1927-'31	Patients and Other Wards	Employees	Total Bed Units
MENTAL HOSPITALS						
Allentown State Hospital						
Totals -----	\$200,000	\$323,000	\$523,000	93	41	134
1927-'29 -----						
Children's Unit -----	179,616		179,616			
Balance reappropriated Session 1929 -----	20,000		20,000	62	2	64
Unobligated Balance -----	384		384			
1929-'31 -----						
Nurses' Home -----		106,000	106,000		39	39
Extension of Cottage for Female Tubercular Patients (30 beds) -----		56,000	56,000	31		31
Laundry Building -----		97,000	97,000			
Addition to Main Kitchen -----		34,000	34,000			
Minor Projects -----		30,000	30,000			
Danville State Hospital						
Totals -----	250,000	310,000	560,000	213	71	289
1927-'29 -----						
Cottage for Male Tubercular Patients -----	92,105		92,105	44		44
Home for Outside Female Help -----	54,994		54,994		30	30
Porch Extensions (2 Porches) -----	56,213		56,213	100		100
Completion of Steam Lines -----	39,078		39,078			
Minor Projects -----	7,286		7,286			
Unobligated Balance -----	324		324			
1929-'31 -----						
Cottage for Female Tubercular Patients -----		92,150	92,150	44		44
Female Nurses' Home Addition -----		61,550	61,550		41	41
Addition to Farm Colony House -----		33,650	33,650	30		30
Power House Equipment -----		57,171	57,171			
Water Supply Intake -----		33,900	33,900			
Minor Projects -----		31,579	31,579			
Farview State Hospital						
Totals -----	87,500	503,000	590,500	82		82
1927-'29 -----						
Dining Room -----	71,900		71,900			
Dairy Barn Addition -----	14,464		14,464			
Minor Projects -----						
Unobligated Balance -----	1,136		1,136			
1929-'31 -----						
Administration Building -----		168,000	168,000			
Additional Wards -----		185,100	185,100	82		82
Receiving Office and Corridor -----		31,000	31,000			
Reservoir and Water System -----		74,000	74,000			
Minor Projects -----		44,900	44,900			

Four Years June 1, 1927 to May 31, 1931

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Projects	Appropriations for Construction Extensions and Improvements			Capacity in Bed Units of Occupancy		
	Expenditures 1927-'29	Contracts and Allocations 1929-'31	Totals 1927-'31	Patients and Other Wards	Employees	Total Bed Units
Harrisburg State Hospital						
Totals	\$300,000	\$608,000	\$908,000	558	61	619
1927-'29						
Cottage Married and Single Employees	85,985		85,985		61	61
Dormitory and Day Room	70,954		70,954	76		76
Addition to Wards 7 and 8 Male	66,562		66,562	66		66
Addition to Wards 7 and 8 Female	67,571		67,571	66		66
Land	9,127		9,127			
Unobligated Balance	1		1			
1929-'31						
Second Story Building 1 and 2		264,000	264,000	350		350
Dining Room Building 9 and 10 Female		41,000	41,000			
Dining Room 7 and 8 Male and Female		16,000	16,000			
Dairy Barn and Farm Buildings		88,000	88,000			
Cottage for Assistant Physician		15,000	15,000			
Purchase of Land		111,000	111,000			
Replacement of Steam and Water Lines		33,125	33,125			
Minor Projects		39,875	39,875			
Norristown State Hospital						
Totals	146,000	142,251	288,251	107	4	111
1927-'29						
Cottage for Male Tubercular Patients	138,640		138,640	107	4	111
Barn for Young Stock	7,358		7,358			
Unobligated Balance	2		2			
1929-'31						
Hot Water Circulating Equipment		40,375	40,375			
Repairs and Replacements		101,876	101,876			
Torrance State Hospital						
Totals	650,000	478,000	1,128,000	624	119	743
1927-'29						
Additional Ward Building	268,076		268,076	312	11	323
Laundry Building	155,362		155,362			
Main Section Admission Building	41,801		41,801			
Permanent Sewage Disposal Plant	81,841		81,841			
Completion of Reservoir	21,406		21,406			
Installation of Boiler and Steam Lines	36,729		36,729			
	27,432		27,432			
	17,353		17,353			
1929-'31						
Purchase of Land		266,219	266,219	312	11	323
Ward Building		158,981	158,981		97	97
Employees' Building						
Superintendent's Residence		35,000	35,000			
Minor Projects		17,800	17,800			

Construction Program of State Institutions (Continued) Four Years June 1, 1927 to May 31, 1931

Projects	Appropriations for Construction Extensions and Improvements			Capacity in Bed Units of Occupancy		
	Expenditures 1927-'29	Contracts and Allocations 1929-'31	Totals 1927-'31	Patients and Other Wards	Employees	Total Bed Units
Warren State Hospital Totals -----	\$335,000	\$287,000	\$622,000	104	18	122
1927-'29						
Two Cottages for Employees -----	10,000		10,000			
Unobligated Balance -----	2,732		2,732			
Tunnel Connecting Admission Building -----	9,387		9,387			
Admission Building (Main Section) -----	312,881		312,881			
1929-'31				104	18	122
Completion of Admission Building -----		168,800	168,800			
Renovation of Cold Storage Plant -----		30,000	30,000			
Repairs and Replacements -----		88,200	88,200			
Wernersville State Hospital Totals -----	92,000	313,350	405,350			
1927-'29						
Cottage for Female Tubercular Patients -----	69,266		69,266	29		29
Three Cottages for Officers -----	21,991		21,991			
Unobligated Balance -----	743		743			
1929-'31						
Admission Building -----		260,000	260,000			
Minor Projects -----		53,350	53,350			
MENTAL DEFECTIVES Laurelton State Village Totals -----	500,000	150,000	650,000	148		148
1927-'29						
Two Cottages for Girls -----	246,707		246,707			
Laundry -----	125,509		125,509	148		148
Impounding Dam -----	40,870		40,870			
Sewage Disposal Unit -----	23,492		23,492			
Purchase of Land -----	48,578		48,578			
Minor Projects -----	11,417		11,417			
Unobligated Balance -----	3,427		3,427			
1929-'31						
Central Kitchen and Stores -----		141,300	141,300			
Minor Projects -----		8,700	8,700			
Pennhurst State School Totals -----	225,000	678,000	903,000			
1927-'29						
Auditorium and Employees' Quarters (One Building) -----	224,816		224,816		46	46
Unobligated Balance -----	184		184			
1929-'31						
Two Ward Buildings, Girls' Cottage Group -----		495,300	495,300			
Employees' Building -----		96,324	96,324			

Construction Program of State Institutions (Continued)
Four Years June 1, 1927 to May 31, 1931

Projects	Appropriations for Construction Extensions and Improvements			Capacity in Bed Units of Occupancy		
	Expenditures 1927-'29	Contracts and Allocations 1929-'31	Totals 1927-'31	Patients and Other Wards	Employees	Total Bed Units
Polk State School						
Totals	\$635,000	\$196,000	\$831,000	484	28	512
1927-'29	456,020		456,020	324	28	352
Boys' Cottage Group	105,109		105,109	80		80
Addition to Hospital Building	33,897		33,897			
Two Temporary Buildings for Patients	36,243		36,243			
Boiler for Power Plant	2,548		2,548			
Minor Projects	1,183		1,183			
Unobligated Balance						
1929-'31						
Addition to Hospital		84,400	84,400	80		80
Superintendent's Residence		35,200	35,200			
Improvement to Boiler House		71,000	71,000			
Minor Projects		5,400	5,400			
Selinsgrove State Colony for Epileptics						
Totals	300,000	643,000	943,000	336	37	373
1927-'29	297,684		297,684	120	18	138
Repairs and Improvements Farm Buildings	2,316		2,316			
Unobligated Balance						
1929-'31						
Buildings to House Patients		393,400	393,400	216	19	235
Sewage Disposal and Water Supply		100,000	100,000			
Purchase of Land		100,000	100,000			
Two Cottages for Officers		28,000	28,000			
Minor Projects		21,600	21,600			
MEDICAL AND SURGICAL HOSPITALS						
Ashtand State Hospital						
Totals	135,000		135,000		66	66
1927-'29	135,000		135,000		66	66
Addition to Nurses' Home						
Condale State Hospital						
Totals	140,000		140,000		50	50
1927-'29	137,854		137,854		50	50
Nurses' Home	2,146		2,146			
Unobligated Balance						
Connellsville State Hospital						
Totals	50,000		50,000			
1927-'29	49,998		49,998			
Furnishing and Equipment of New Hospital erected in 1925-'27	2		2			
Unobligated Balance						

Construction Program of State Institutions (Continued) Four Years June 1, 1927 to May 31, 1931

Projects	Appropriations for Construction Extensions and Improvements			Capacity in Bed Units of Occupancy		
	Expenditures 1927-'29	Contracts and Allocations 1929-'31	Totals 1927-'31	Patients and Other Wards	Employees	Total Bed Units
Hazleton State Hospital						
Totals -----	\$50,000		\$50,000			
Operating Unit and Kitchen -----	49,950		49,950			
Unobligated Balance -----	50		50			
Locust Mountain State Hospital						
Totals -----	110,000		110,000		32	32
Nurses' Home -----	110,000		110,000		32	32
Nanticoke State Hospital						
Totals -----	85,000		85,000	36		36
Rear Wing Addition to Hospital Building -----	81,843		81,843	36		36
Minor Projects -----	3,128		3,128			
Unobligated Balance -----	29		29			
Scranton State Hospital						
Totals -----	180,000		180,000			
Addition to Nurses' Home -----	147,601		147,601			
Site for Nurses' Home -----	23,000		23,000			
Miscellaneous Equipment -----	9,321		9,321			
Unobligated Balance -----	78		78			
PENAL AND CORRECTIONAL INSTITUTIONS						
Eastern State Penitentiary						
New Eastern State Pen., Graterford						
Totals -----	1,392,437	3,500,000	4,892,437	1,272		1,272
Granted Session of 1927 -----	750,000		750,000			
Granted Session of 1929 -----	500,000	3,500,000	4,000,000			
Surplus Fund* (Amount drawn from) -----	142,437		142,437			
Three Cell Blocks, Cottage Group, Wall, Part of Central Kitchen, Power Plant, Water and Sewage Systems, Railroad Spur, Tem- porary Barracks, etc., were constructed.				1,272		1,272

*The Surplus was a fund which had accumulated over a long period of years and was used as a revolving fund. The account was closed June 16, 1930, by paying the balance of \$94,180.17 into the State Treasury as required by Act of Assembly 1929, P. L. 722.

Projects	Appropriations for Construction Extensions and Improvements			Capacity in Bed Units of Occupancy		
	Expenditures 1927-'29	Contracts and Allocations 1929-'31	Totals 1927-'31	Patients and Other Wards	Employees	Total Bed Units
Western State Penitentiary, Pittsburgh						
Totals		\$88,000	\$88,000			
1929-'31						
Extension of Wall		42,000	42,000			
Mess Hall		46,000	46,000			
Western State Penitentiary, Rockview						
Totals	\$500,000	338,000	838,000	504		504
Completion of Main Cell Block	496,658		496,658	250		250
Unobligated Balance	3,342		3,342			
1929-'31						
Cell Block—First Unit of Quadrangle		230,000	230,000	254		254
Permanent Sewage Disposal Plant		43,000	43,000			
Purchase of Land		65,000	65,000			
Pennsylvania Industrial Reformatory						
Totals	103,000	258,000	361,000	234		234
1927-'29						
Power House and Mech. Building	30,000		30,000			
Furniture Factory	48,000		48,000			
Hospital (Addition to Main Building)	25,000		25,000	30		30
Unobligated Balance						
1929-'31						
Cell Block		172,600	172,600	204		204
Storage Building		56,000	56,000			
Minor Projects		29,400	29,400			
Pennsylvania Training School						
Totals	95,000	257,000	352,000	97	15	112
1927-'29						
Girls' Cottage	94,635		94,635	30	4	34
Unappropriated Balance	365		365			
1929-'31						
Cottage for Girls		130,000	130,000	27	6	33
Cottage for Boys		86,500	86,500	40	5	45
Minor Projects		40,500	40,500			
State Industrial Home for Women						
Totals		269,000	269,000	72	10	82
1929-'31						
Two Cottages		266,660	266,660	72	10	82
Minor Projects		2,340	2,340			

Table IV
Increase in Bed Capacity
State Institutions
Accomplished With Appropriations Granted
at the Sessions of 1927 and 1929

Mental Hospitals	Std. or Rated Bed Cap. June 1, 1927	Beds in Bldgs. under Construction			Std. or Rated Bed Cap. June 1, 1931	Percent Increase in Capacity
		1927- 1929	1929- 1931	Total 1927- 1931		
Total -----	10,304	914	1,037	1,951	12,255	18.9
Allentown -----	1,359	62	31	93	1,452	6.8
Danville -----	1,628	144	74	218	1,846	13.3
Farview -----	391	-----	82	82	473	20.9
Harrisburg -----	1,120	208	350	558	1,678	49.8
Norristown -----	2,854	107	-----	107	2,961	3.7
Torrance -----	418	312	312	624	1,042	149.2
Warren -----	1,498	52	52	104	1,602	6.9
Wernersville -----	1,036	29	136	165	1,201	15.9
Mental Defectives						
Total -----	2,767	672	608	1,280	4,047	46.2
Laurelton -----	519	148	-----	148	667	28.5
Pennhurst -----	1,096	-----	312	312	1,408	28.4
Polk -----	1,152	404	80	484	1,636	42.0
Selinsgrove -----	-----	120	216	336	336	-----
Penal and Correctional Institutions						
Total -----	3,933	280	1,899	2,179	6,112	55.4
Eastern State Pen. -----	969	-----	-----	-----	969	-----
Graterford -----	-----	-----	1,272	1,272	1,272	-----
Western State Pen. -----	1,140	-----	-----	-----	1,140	-----
Rockview -----	290	250	254	504	794	173.7
Huntingdon -----	804	-----	234	234	1,038	29.1
Morganza -----	600	30	67	97	697	16.1
Muncy -----	130	-----	72	72	202	55.3

Inasmuch as an increase in bed capacity in all types of institutions was the primary aim of the construction program, it will be of interest to know what was accomplished in this respect. In Table IV will be found the bed capacity of the several State institutions on June 1, 1927, the number of beds provided by appropriations granted at the Session of 1927 and the number of beds provided by money appropriated at the Session of 1929.

It will be observed in Table IV that no less than 1951 beds were provided for the State Mental Hospitals. This was more than sufficient to take care of the normal growth in the population of these institutions and as a consequence overcrowding was relieved in a marked degree. Because of the long lists of mental defectives awaiting admission to the schools for such patients nothing could be accomplished to relieve overcrowding in these institutions with the 1276

beds which were provided. The construction program did, however, provide accommodations for many patients whose applications had been on file for a long time at Laurelton, Pennhurst and Polk..

The increase in the number of cells and dormitories in the Penal and Correctional Institutions was of the greatest importance. It is felt that the riots which have occurred in several prisons in other states were, in a measure, due to serious overcrowding. Pennsylvania is fortunate in having undertaken an expansion of the Penal and Correctional Institutions at a particularly opportune time.

CONSTRUCTION NEEDS FOR THE BIENNIUM OF 1931-'33

There is danger that the large appropriations made by the General Assembly in 1927 and 1929 may create the impression that the construction needs of the State institutions have been satisfied. Such is not the case for overcrowding still exists and furthermore the number of wards for which accommodations must be provided is annually increasing. Each year finds the State Hospitals for Mental Diseases with about 300 more patients than they had the year before; the Schools for Mental Defectives have increasingly long waiting lists of urgent applicants for admission; and, since 1924, the commitments to the Penal and Correctional Institutions have steadily increased.

All plans for the expansion of the State institutions should be made with full consideration of the State-wide policies of the Department of Welfare. A State institution cannot be considered as an independent agency of the Commonwealth but as an integral part of the group of institutions with which it is classified. The aim of the Department in considering the needs of the State institutions is to develop a system of hospitalization, training and custodial care which will uniformly satisfy the needs of the Commonwealth.

MENTAL HOSPITALS

The most obvious need is an expansion of the Farview State Hospital. This is the most seriously overcrowded institution at this time and should, therefore, be given first consideration. Aside from the welfare of patients, overcrowding in a hospital for the criminal insane constitutes a disciplinary hazard. The patients should be segregated in dormitories in a number that they can be controlled without the possibility of riot.

The census reports on the population of Pennsylvania for 1930 show that the southwestern part of the State is continuing to grow rapidly. The Torrance State Hospital is the only State institution for the insane in this rapidly developing section. It is of the utmost importance, therefore, that this State Hospital should receive an ap-

appropriation sufficient to enable it to take care of an ever increasing number of patients. The Somerset County Hospital has been burdened beyond its capacity with patients from outside the county and for whom it was not responsible. The construction program now under way at Torrance will enable the State Hospital to give the Somerset County institution much needed relief. If funds permit two additional ward buildings should be provided at the Torrance State Hospital during the biennium of 1931-'33.

The other State Hospitals should receive appropriations which will enable them to expand to some extent and particularly to provide buildings for special purposes such as the reception, diagnosis and observation of patients committed for the first time, the care of tubercular patients and the satisfactory housing of employees.

Schools for Mental Defectives. Pennsylvania has probably given more adequate attention to the care of the insane than to mental defectives. It is safe to say that every insane person needing hospitalization has been admitted to some State, County or private hospital. This cannot be said of the known mental defectives. Pennhurst and Polk have accepted patients until all possible bed space has been used. Table IV shows that these institutions are now overcrowded and that there are still a large number on the waiting lists. The capacity of the Polk State School was substantially increased by money appropriated at the Session of 1927 and at the Session of 1929 money was appropriated to start the new Girls' Group of buildings at Pennhurst. Not since 1919 had money been appropriated to enlarge Pennhurst. In view of the long waiting list it would seem advisable to make an effort to build several additional units in the new Girls' Group during the ensuing biennium.

It is not possible to estimate with any certainty the demands on the institutions for mental defectives. There are undoubtedly several hundred mentally defective children who ought to be committed to such training schools as Laurelton, Pennhurst and Polk. The Department of Welfare has not had the opportunity of making a thorough survey of all of the counties to determine the number of such patients needing institutional care. Until those urgent cases on the waiting lists of these institutions can be taken care of there is no need to seek out additional wards who might benefit by institutional care.

It has been the policy of the Department of Welfare to continue the expansion of the Laurelton State Village. At the Session of 1927 money was appropriated for the Central Laundry and during the current biennium the Central Kitchen is under construction. Having provided these important services, the institution is prepared to take care of an increased number of patients and money should be appropriated at the Session of 1931 to provide for at least two more cottages.

The need which justified the establishment of the new State Colony for Epileptics still exists. An excellent beginning has been made with accommodations, in actual use or under construction, for 450 male patients. To get the institution under way there was much work which called for able-bodied men and for that reason male patients were admitted in preference to females. Certainly a group of cottages for women should be included in the program for the ensuing biennium.

The Department of Welfare looks upon the proposed Cumberland Valley State Institution for Mental Defectives as the most pressing need before the Commonwealth. With the money appropriated at the Session of 1929 the two essential facilities, water and sewage disposal, were provided. Without these, buildings for patients would have been useless.

Every effort should be made to provide funds sufficient to develop a complete functioning unit during the biennium of 1931-'33. The importance and purpose of this institution is discussed elsewhere in this report.

Penal and Correctional Institutions. The most pressing needs in this group of institutions are found at Huntingdon, Morganza and Muncy. It is a first principle of prison management that one prisoner be assigned to a cell but Huntingdon with 800 cells has 1184 boys. Morganza is overcrowded with double-decked cots in use in some cottages. And Muncy is still too small to be administered economically and is not large enough to care for the female prisoners who properly belong there. Each of these institutions is in need of additional buildings.

The Penitentiaries are in an unusual condition. If the plant of the Eastern State Penitentiary in Philadelphia were continued in use, the Commonwealth would have adequate accommodations for its penitentiary prisoners with the completion of the construction now under way at Graterford and Rockview. It undoubtedly would be the best policy, however, to complete the new Eastern State Penitentiary at Graterford to the point where it would be possible to abandon the Philadelphia institution. The construction of the second half of the new quadrangle at Rockview would enable the Commonwealth to care for the penitentiary male prisoners.

Elsewhere in this report will be found a discussion of the Department's policy and program relating to proposed regional, industrial farms as a part of the State's penal system.

State General Hospitals. There are ten State General Hospitals which serve a useful, indispensable service in the communities in which they are situated. The Department of Welfare believes that the inter-

ests of the Commonwealth would be better served if these community hospitals were under the management of local hospital associations receiving State aid. However, as State institutions they constitute a responsibility which cannot be neglected. The buildings must be maintained in good repair; modern equipment and modern facilities must be provided; and they must be made adequate in all respects to satisfy the purpose for which they were established.

The Department places itself on record that the Blossburg State Hospital should be replaced with a modern fire-proof structure without delay or else be closed. Every effort has been made to eliminate hazards to life and property but it must be recognized as a potential menace to patients and employes alike. The original structure was not fire-proof, and the additions which have been made have increased its capacity without reducing fire risk.

At Connellsville and Philipsburg new nurses' homes are urgently needed. At both of these hospitals it is necessary to rent quarters for nurses in private homes. The present home at Philipsburg is inadequate and the structure so weak as to justify its being replaced by a larger, more substantial building. The nurses' homes at Hazleton, Nanticoke and Shamokin should be enlarged during the ensuing biennium.

The hospitals at Hazleton, Scranton and Shamokin present problems relating to the adequacy of their hospital facilities. The situation at Scranton is particularly urgent where new accommodations for the dispensary and maternity departments are being requested. Hazleton requests a maternity unit, Shamokin a children's ward, while Connellsville and Scranton require new laundries.

MAINTENANCE COSTS IN STATE INSTITUTIONS

Commodity prices which prevailed in 1913 have been taken by the United States Department of Labor as the basis with which prices for periods since that time are compared. The year 1913 was the last stable year before the period of the Great War which caused such a marked increase in the cost of all commodities. The cost of living and prices generally have fluctuated greatly since 1913, some commodities at times costing more than twice the prices paid before the Great War. Generally speaking the costs during the past year have been approximately 50% more or one and a half times what they were in 1913.

Let us see what has happened in the cost of operating State institutions since the year 1913. There are certain of these institutions which were well established and in full operation before the Great War. Other institutions such as Farview were so small in 1913 as to

make their costs in that year of no value in comparison with the costs of 1930. For the purpose of this report, only the older institutions are used.

Table V
Comparison of the Per Capita Cost
of Operating Certain State Institutions in 1913 and 1930
Exclusive of the Value of Products of
Institutional Farms and Industries

Per Capita Cost per Week

Mental Hospitals	Actual in 1913	Costs of 1913 multiplied by $1\frac{1}{2}$ *	Actual in 1930
Danville -----	\$4.44	\$6.66	\$6.31
Harrisburg -----	4.39	6.59	5.80
Norristown -----	4.25	6.37	6.11
Warren -----	4.28	6.42	6.57
Wernersville -----	3.47	5.71	5.80
Mental Defectives			
Polk State School -----	4.04	6.06	4.87
Penal and Correctional Institutions			
Eastern State Penitentiary -----	5.17	7.76	6.607
Western State Penitentiary (Pittsburgh) -----	6.87	10.31	10.304
Huntingdon -----	7.00	10.50	9.45
Morganza -----	5.25	7.88	8.47

*Since the cost of living and prices generally now are approximately one and a half times what prevailed in 1913, by multiplying the per capita cost of institutional care in 1913 by one and one-half one gets a cost which is comparable with institutional costs today.

STATE INSTITUTIONS IMPROVED WITHOUT INCREASING THE RELATIVE COST OVER 1913

There are undoubtedly conditions influencing the costs in Table V which detract from their value. For example, there is no index number available which represents the average price of all commodities used by institutions with relation to the average for 1913. We can only say that in general the cost of living during the last fiscal year was one and a half times what it was in 1913. As another example, the penitentiaries in 1913 maintained the prison industries at an expense which they do not bear now. This is offset, however, by the cost of prison-made products which the penitentiaries must now purchase from the Prison Labor Industries or elsewhere.

With due allowance for conditions which may detract from the value of the statistics in Table V, the comparative costs are of vital interest. They indicate clearly that the State institutions have not been extravagantly managed. Since 1913, new facilities have been provided and new methods of treatment and training have been introduced. In the service they render and in the condition of their build-

ings and grounds the State institutions have advanced to a higher level from year to year. And yet the cost of operating these institutions is in general relatively less than it was in 1913.

It is true that limited appropriations have had a restraining effect and that institutional costs in recent years might have been higher had maintenance appropriations been larger. Those who have given long study to the care of the insane believe that the best results are attained when the ratio of patients to attendants is one to eight. The Superintendents of the State Hospitals have striven to attain this standard but Danville, Norristown and Warren made a better showing in 1913 than in 1930 as will be seen in Table VI. Wernersville is now like the other State Hospitals, except Farview, a general hospital for mental patients and requires a relatively larger number of nurses and attendants than it did in 1913 when it cared for only the so-called chronic insane.

Table VI
Comparison of the Relative Number of Employes
in Certain State Hospitals in 1913 and 1930

Mental Hospitals	Number of Patients to One Nurse or Attendant		Number of Patients to One Employee*	
	1913	1930	1913	1930
Danville -----	8.6	8.6	4.9	5.0
Harrisburg -----	13.5	11.1	4.7	5.9
Norristown -----	9.3	11.8	4.4	5.5
Warren -----	9.3	9.6	5.5	5.0
Wernersville -----	16.8	13.1	7.3	6.4

*This ratio is obtained by dividing the number of patients by the number of employes, including nurses and attendants.

RELATIVELY FEWER EMPLOYES IN STATE HOSPITALS THAN IN 1913

It will be observed in Table VI that three of the five State Hospitals were operated in 1930 with relatively fewer employes than they were in 1913. The conversion of Wernersville into a general mental hospital has been gradual but as now operated it necessarily requires relatively more employes than it did in 1913.

It is easy for one who is not well informed to get the impression that with the many improvements in the management of State institutions there must have been an undue increase in the cost of operating these institutions. The data in Tables V and VI should satisfy anyone that the State institutions have advanced with due regard for operating costs.

THE COST OF OPERATING THE PENAL AND CORRECTIONAL INSTITUTIONS

In the general reorganization of the financing of the State Government a careful inquiry was made of all sources of State income. It was found that the Counties were not being billed for all costs properly chargeable under the existing laws. The Commonwealth had from time to time assumed an increasing number of items of expense which might have been charged to the Counties. These items of expense were written into the Acts of Assembly appropriating money to the penitentiaries and reformatories.

The managements of the Penal and Correctional Institutions earnestly endeavored to keep the costs to the Counties at a uniformly low rate. To accomplish this, the General Assembly was urged again and again to assume a greater proportion of the cost of conducting these institutions.

The per capita rates which have been charged to the Counties since June 1, 1930, reflect the costs which are chargeable to the Counties under the organic laws which created the Eastern and Western State Penitentiaries, the Pennsylvania Industrial Reformatory, the Pennsylvania Training School and the State Industrial Home for Women at Muncy.

The costs of operating these institutions have not increased. In Table VII it will be seen that the per capita costs for 1929-'30 were substantially the same as they were for the year 1928-'29. But the costs to the Counties were proportionately more for 1929-'30 than they were for the preceding year.

Table VII
Per Capita Costs of Operating the Penal
and Correctional Institutions
1926-1930

Institution	Maintenance Cost per Inmate per Day			
	1926-1927	1927-1928	1928-1929	1929-1930
Eastern State Pen. -----	\$1.08	\$1.12	\$1.09	\$.93
Western State Pen. -----	1.55	1.43	1.56	1.47
Rockview -----	1.45	1.43	1.44	1.43
Huntingdon -----	1.41	1.25	1.29	1.22
Morganza -----	1.26	1.14	1.09	1.20
Muncy -----	2.56	2.31	2.46	2.28

The per capita cost of operating the State Industrial Home for Women at Muncy is necessarily higher with a population of 100 than it would be were there 500 women incarcerated there. There is a large

overhead expense which would not increase appreciably if 400 more women were cared for. The small population is due to the limited capacity; it is a condition for which the management is not responsible.

It has been the experience of all new institutions that the per capita cost of operation decreases as the number of inmates increases. It will be economy to increase the population of Muncy rapidly to at least 500.

THE MAINTENANCE OF THE MENTAL HOSPITALS

The State Hospitals were maintained until June 1, 1929, on a maximum allowance of \$6.00 per week for each indigent patient. It had become evident that an institution which is operated as a full fledged hospital must necessarily cost more to operate than did the asylum which preceded it. Moreover, it was recognized that a hospital which endeavored to raise its standards of care and treatment should not be limited to a fixed, maximum rate of \$6.00 per week.

Direct appropriations were made to the State Mental Hospitals for maintenance purposes by the General Assembly for the first time in 1929. The State, through the Department of Revenue, continues to collect from Counties and Poor Districts for the care of indigent insane at a maximum rate of \$3.00 a week. A study of Table VIII reveals the fact that under the direct appropriation plan the costs of operating the State Hospitals have not materially changed from the costs of previous years.

Table VIII
Per Capita Costs of Operating the State Mental Hospitals
1926-1930
PERSONNEL OF STATE MENTAL HOSPITALS

Mental Hospitals	Maintenance Cost per Patient per Week			
	1926-1927	1927-1928	1928-1929	1929-1930
Average for Group -----	\$6.47	\$6.41	\$6.45	\$6.45
Allentown -----	6.77	6.66	6.93	6.82
Danville -----	6.56	6.61	6.49	6.54
Farview -----	6.51	6.98	6.82	6.97
Harrisburg -----	6.44	6.09	6.07	5.91
Norristown -----	6.17	6.01	6.33	6.31
Torrance -----	6.43	6.53	5.95	6.29
Warren -----	6.88	6.96	6.80	6.72
Wernersville -----	6.23	6.07	6.16	6.34

PERSONNEL OF STATE MENTAL HOSPITALS

An adequate staff of physicians and nurses is essential to any hospital and this is particularly true of a Mental Hospital. The restoration of a mental patient requires careful diagnosis, continued

patient, close study of the case and attentive nursing. There are of course many patients who require only comfortable care under capable attendants but even these require medical and nursing service occasionally.

It is generally recognized in this and other States that a ratio of one physician to 150 patients and one nurse or attendant to eight patients are minimum standards which must be met if the best results are to be gotten in a large State Mental Hospital. Even this standard of medical care would not get satisfactory results in a small hospital.

The State Hospitals are ever striving to build up their staffs not only in numbers but in quality. That they have not attained the standards for medical and nursing care is revealed in Table IX. To provide appropriations sufficient in amount to increase the personnel of these institutions would bring a return to the Commonwealth in a greater number of patients restored to mental health in a shorter period of hospitalization for many patients.

Table IX

Personnel Ratios or Average Number of Patients for each Physician, Nurse or Attendant and for each Employee, State Mental Hospitals, June 30, 1930

State Hospitals	Population June 30, 1930	Physicians		Nurses & Attendants		All Employees	
		Number	No. Patients to one Physician	Number	No. Patients to one Nurse or Attend.	Number	No. Patients to one Employee
Totals -----	12,008	45	267	1,179	10.2	2,218	5.4
Allentown -----	1,397	8	166	162	8.6	294	4.7
Danville -----	1,794	9	199	209	8.6	358	5.0
Farview -----	620	2	310	85	7.3	120	5.1
Harrisburg -----	1,622	7	232	146	11.1	274	5.9
Norristown -----	3,006	8	376	254	11.8	542	5.5
Torrance -----	714	2	357	56	12.7	106	6.7
Warren -----	1,742	6	290	182	9.6	350	5.0
Wernersville ---	1,113	3	371	85	13.1	174	6.4

It should be recognized that the general plan of an institution in a measure determines the number of employees which are required to do the work. For example, an institution which has one central kitchen, from which practically all meals are served, will need a relatively smaller number of employees than such an institution with several kitchens. There are varied conditions of management which must be known if one is to criticize the ratio of patients to employees in any hospital.

MAINTENANCE OF THE INSANE IN COUNTY AND DISTRICT HOSPITALS

There are 13 County and District Hospitals caring for the insane. The State has contributed to the maintenance of patients in these institutions by payment made at the uniform rate of \$2.00 per patient per week, fixed by the Act of May 13, 1909, P. L. 535.

It is maintained by representatives of these institutions that the State should establish a higher rate of compensation. There is merit in the appeal for \$2.00 is a small part of the weekly expense of maintaining a patient in any one of these hospitals. It is, indeed, possible that the State is not bearing its share of the cost.

But it should be remembered that while the County, District and Municipal Hospitals come under the supervision of the State, they are not integral parts of the State Hospital System. They are to a large extent independent in their management and do not feel impelled to pursue in all respects the policies of the Department of Welfare in their management. In view of this situation, it may be said that the State's contribution to the County, District and Municipal Hospitals is commensurate with its share in their management.

Complete State care of the insane has been an aim of the Department of Welfare since it was established in 1921. The care and treatment of mental patients are almost universally recognized as wholly a State responsibility. The dual system of State and County care is peculiar to Pennsylvania. The argument for complete State care is based on the fact that Counties and Poor Districts cannot be expected to provide the skilled personnel and modern facilities now required for the proper care and treatment of mental patients. There are, however, certain excellent County, District and Municipal Hospitals and their work compares favorably with the State Hospitals.

If these hospitals attain the standard set by the Department for the care and treatment of mental patients, the State should grant adequate financial aid in recognition of this service until such time as they may be taken over as State Hospitals or have their patients transferred to other institutions. The weekly rate which the State pays should be graded by the Department of Welfare allowing the best County, District and Municipal Hospitals the highest rate. Hospitals giving little more than good custodial care should be satisfied with a relatively low weekly rate.

For the current biennium which began June 1, 1929, there was appropriated to the County, District, and Municipal Hospitals for the care of the indigent insane \$2,260,000 based on an estimate of 1,130,000 weeks of care. For the ensuing biennial period the State should count

on paying for no less than 1,250,000 weeks of service for the indigent insane in these hospitals.

THE MAINTENANCE OF THE SCHOOLS FOR MENTAL DEFECTIVES

There are three State Institutions for Mental Defectives and these vary so much in size that a comparison of the costs of one institution with another is of little value. Pennhurst State School has something more than twice the number of patients as the Laurelton State Village, while Polk State School has twice as many as Pennhurst. Because of its small size and because it is devoted entirely to the care and training of women, Laurelton cannot be operated at as low a cost as Polk or Pennhurst.

Table X sets forth the operating costs of the Institutions for Mental Defectives for each of the last four years. The Selinsgrove State Colony for Epileptics was opened in the Fall of 1928 with 150 patients. Because of its small population and the many expenses incident to its getting into full operation, the per capita is relatively high.

Table X
Per Capita Costs of Operating the State Schools
For Mental Defectives 1926-1930

Institution	Maintenance Cost per Patient per Week			
	1926-1927	1927-1928	1928-1929	1929-1930
Average for Group -----	\$6.08	\$5.56	\$5.71	\$5.78
Laurelton State Village -----	8.21	7.28	7.56	6.58
Pennhurst State School -----	6.04	6.06	5.72	6.10
Polk State School -----	5.88	5.02	5.34	5.13
Selinsgrove State Colony for Epileptics -----				13.63

PERSONNEL IN SCHOOLS FOR MENTAL DEFECTIVES

The personnel needs of the Institutions for Mental Defectives vary markedly. This is due not only to the differences in the size but in the planning of these institutions.

Selinsgrove State Colony for Epileptics is in reality neither an Institution for Mental Defectives nor a Hospital for the Insane. It is, however, classified with the Schools for Mental Defectives because in its management it more nearly corresponds with such institutions than with the State Hospitals. Because of its small size its personnel figures are not comparable with those of Laurelton, Pennhurst or Polk.

Table XI

**Personnel Ratio or Average Number of Patients for each Physician,
Nurse or Attendant and for each Employee, State Institutions for
Mental Defectives, June 30, 1930**

Institution	Popu- lation June 30, 1930	Physicians		Nurses & Attendants		All Employees	
		Number	No. Pat- ients to one Physician	Number	No. Pat- ients to one Nurse or Attend.	Number	No. Pat- ients to one Employee
Totals -----	4,465	11	406	303	14.6	668	6.7
Laurelton -----	591	2	295	49	12.0	113	5.2
Pennhurst -----	1,241	3	414	81	15.3	181	6.8
Polk -----	2,493	5	499	161	15.4	334	7.4
Selinsgrove -----	140	1	140	15	9.3	40	3.5

MAINTENANCE OF THE STATE-OWNED GENERAL HOSPITALS

There are ten State General Hospitals which vary not only in the number of patients cared for but in the plan of organization. Three of these hospitals care for approximately 45 patients each while two treat on the average of about 150 cases a day. Connellsville and Scranton are volunteer open staff hospitals, while Ashland, Blossburg, Coaldale, Hazleton, Locust Mountain and Shamokin are closed to physicians of their communities. Nanticoke employs a resident physician and two internes but depends on local physicians for most of the work, while Philipsburg is a volunteer open staff hospital employing a pathologists-roentgenologist.

Moreover, Ashland, Hazleton, Nanticoke, Philipsburg and Scranton maintain nurses training schools while the other five maintain no schools but depend on a graduate nurse service.

All of the conditions just mentioned must be taken into consideration in any study of the costs of operation set forth in Table XII. In general, the cost per patient-day in the State General Hospitals approximates the cost of operating similar hospitals under private management,

Table XII
Per Capita Costs of Operating the State General Hospitals,
1926-1930

Institution	School of Nursing	Type of Medical Organization	Maintenance Cost per Inmate per Day			
			1926- 1927	1927- 1928	1928- 1929	1929- 1930
Totals -----			\$4.37	\$4.04	\$4.17	\$4.03
Ashland -----	Yes ----	Paid Staff -----	4.18	3.96	4.14	4.13
Blossburg -----	No ----	Paid Staff -----	5.30	4.60	4.22	4.88
Coaldale -----	No ----	Paid Staff -----	4.73	4.13	4.19	4.16
Connellsville -----	No ----	Volunteer Staff -----	5.24	5.59	5.47	5.07
Hazleton -----	Yes ----	Paid Staff -----	3.95	3.76	4.05	3.90
Locust Mountain -----	No ----	Paid Staff -----	5.52	5.53	5.12	5.58
Nanticoke -----	Yes ----	Paid and Volunteer Staff -----	4.97	4.61	4.65	3.95
Phillipsburg -----	Yes ----	Paid and Volunteer Staff -----	3.56	3.66	3.47	3.39
Seranton -----	Yes ----	Volunteer Staff -----	4.09	3.48	3.69	3.41
Shamokin -----	No ----	Employed Staff -----	3.86	3.66	4.23	4.03

PERSONNEL IN STATE GENERAL HOSPITALS

It has already been mentioned that the State General Hospitals vary in type of organization. In hospitals conforming to a given type of organization, such as those not having schools of nursing, one might expect relatively the same number of graduate nurses but a study of the personnel ratios in Table XIII reveals a marked variation. One may well question whether the personnel of certain hospitals is adequate for the best service to their patients.

Table XIII
Personnel Ratios or Average Number of Patients for each Physician, Intern and Nurse and for each Employee Including the Professional Service, State General Hospitals, June 30, 1930

Institution	Type of Medical Organization	School of Nursing	Average Popula- tion 1929- 1930	Employed Physicians				Nurses				All Employees	
				No. of Licensed	No. of Internes	Total No. Physi- cians	No. of Patients to One Physician	No. of Graduates	No. of Students	Total No. Nurses	No. of Patients to One Nurse	Number	No. of Patients to One Employee
Totals			836	22	11	33		143	226	369		876	
Ashland	Paid Staff	Yes	147	3	3	6	24.5	27	42	69	2.1	164	0.9
Blossburg	Paid Staff	No	48	2		2	24	15		15	3.2	50	0.9
Coaldale	Paid Staff	No	63	4		4	15.7	15		15	4.2	49	1.3
Connellsville	Volunteer Staff	No	40					20		20	2.0	55	0.7
Hazleton	Paid Staff	Yes	112	2	2	4	28	9	39	48	2.3	110	1.0
Locust Mountain	Paid Staff	No	40	2		2	20	15		15	2.6	50	0.8
Nanticoke	Volunteer and Paid Staff	Yes	88	2		2		9	49	58	1.5	105	0.8
Philipsburg	Volunteer Staff	Yes	68	1		1		10	29	39	1.7	69	1.0
Scranton	Volunteer Staff	Yes	160	3	6	9		13	67	80	2.0	185	0.9
Shamokin	Paid Staff	No	70	3		3	24	10		10	7.0	39	1.8

RECEIPTS OF STATE GENERAL HOSPITALS

With the creation of the Department of Revenue under the Administrative Code of 1929 the responsibility for collecting moneys due the State Hospitals for services rendered to patients was transferred from the managements of such hospitals to the newly established Department. Under the old plan certain hospitals found it difficult to collect from many patients who were well able to pay for their treatment. Moreover, some Boards of Trustees were diligent while others were manifestly negligent in their collections.

While the Department of Revenue did not have its collection system fully organized until late in the year it is evident that some progress has been made. Table XIV makes possible a comparison of the per capita per diem receipts for the first year under the Department of Revenue with the preceding three years when the Boards of Trustees made all collections.

Table XIV

**Per Capita Per Diem Receipts from Patients and Other Local Sources,
State-Owned General Hospitals 1926-1930**

Institution	1926-1927	1927-1928	1928-1929	Under Dept. of Revenue 1929-1930
Ashland -----	\$1.80	\$1.71	\$2.01	\$2.04
Blossburg -----	2.27	1.86	1.59	2.26
Coaldale -----	.98	1.21	1.22	1.21
Connellsville -----	3.56	3.44	3.48	3.06
Hazleton -----	2.35	2.27	2.44	2.56
Locust Mountain -----	1.81	1.73	1.99	2.11
Nanticoke -----	3.78	3.26	3.40	2.52
Philipsburg -----	2.02	1.71	2.13	1.51
Scranton -----	1.52	1.28	1.31	1.31
Shamokin -----	1.86	1.49	2.22	1.68

Table XIV reveals a wide variation in per capita receipts. The varying economic conditions of the communities is in a measure responsible for this variation. With more systematic, uniform collection methods in use, the receipts of all hospitals should uniformly approach the records established by Nanticoke and Philipsburg.

ACCOUNTING

Bookkeeping in a State institution is essential as a permanent, reliable record of the financial transactions of the management. Accounting is quite as essential to any administrator who is concerned to make the best use of the money which has been granted to him for the maintenance of his institution. Good accounting enables him to interpret his costs and to show the economies which he has affected.

There is always the danger of making the accounting system too elaborate. The bookkeeping itself may become so extensive and complicated that the accountant can find no time to work out costs and interpret his findings to his superintendent.

In 1922, the Department of Welfare introduced in the State institutions a uniform system of accounting which was designed to be of service to the managements of these institutions as well as to the Department. With only slight modifications, this system remained unchanged until 1928 when an extensive revision was made.

One of the fundamentals of a State budget system is uniform accounting for all agencies of the Government. With the introduction of the budget system in 1923 a chart of accounts was prepared which was necessarily limited in its number of accounts and yet intended to be all inclusive. One of the accounts for example was "Food and Forage." To have set up a separate account for food and another for forage would have increased the number of accounts but the account is of little value to the administrator of an institution who is interested to know what it is costing to feed his patients on the one hand and his stock on the other.

Recognizing the requirements of the budget system and the needs of the managements of the institutions, the accounting system developed at the direction of the Governor in 1928 represented such a modification of the old system as would make it possible for an institution to report on the basis of the budgetary chart of accounts. This concession was granted in the interests of institutional accounting and it was appreciated by the Department and its institutions.

But the Present system of accounting is manifestly too complicated. The monthly financial report is necessarily comprehensive and elaborate. Its preparation, however, consumes so much time and energy that it is hard to justify its continuance.

The Department believes that the accounting system for State institutions can and should be simplified. Under the present plan of financing these institutions with all payments being made directly from the State Treasury, a plan presents itself which is worthy of serious consideration. It would be quite possible for the Department by means of its Hollerith tabulating equipment to analyze all items of expenditure and tabulate the cost data. Monthly or at any time, a report on the basis of the functional chart of accounts, could be run off for each institution and for others interested in institutional costs. In addition to the requisitions it now receives, the Department would require a monthly report on store room disbursements. Under such a plan, a voucher and requisition register could be substituted for the distribution of expenses to the several functional accounts which are subsidiary to the voucher register.

The foregoing statement merely points the way to a means of relieving the State institutions of much work which could be done more easily in the Department. It could not be undertaken, however, with the present limited staff in the accounting and statistical divisions of the Department.

Table XV
Number of Patients Treated in State-Owned General Hospitals
Year Ended May 31, 1930

Hospital	Number of Patients Treated						
	All Patients	Out Patients	In-Patients				Compensation
			Total	Full Pay	Part Pay	Free	
Totals -----	37,610	14,523	23,087	9,991	2,386	8,623	2,087
Ashland -----	5,418	1,430	3,988	1,184	959	1,549	296
Blossburg -----	3,504	2,185	1,319	602	74	603	40
Coaldale -----	2,477	1,710	767	194	74	349	150
Connellsville -----	2,534	1,220	1,314	823	36	367	88
Hazleton -----	5,953	1,234	4,719	2,270	757	1,325	367
Locust Mt. Shenandoah --	2,058	822	1,236	460	101	416	259
Nanticoke -----	2,730	-----	2,730	1,735	10	596	389
Philipsburg -----	2,635	805	1,830	896	7	823	104
Scranton -----	7,875	4,187	3,688	1,221	206	2,080	181
Shamokin -----	2,426	930	1,496	606	162	515	213

Table XVI
Bed Capacity. Average Number Treated.
Duration of Treatment, Etc., State-Owned General Hospitals
Year Ended May 31, 1930

Hospital	Bed Capacity				Average Number of Patients	Average Duration of Treatment	Number of Births	Number of Deaths
	Total	Private and Semi-Private	Ward	Bass-nets				
Totals -----	1,221	221	919	75	837	13.5	936	1,243
Ashland -----	236	33	193	10	147	13.5	186	188
Blossburg -----	82	23	53	6	48	13.0	55	88
Coaldale -----	83	6	77	-----	64	16.0	-----	66
Connellsville -----	106	31	60	15	40	11.0	86	99
Hazleton -----	145	9	128	8	112	11.0	151	166
Locust Mt. Shenandoah -----	54	10	40	4	40	11.8	33	83
Nanticoke -----	128	47	75	6	88	12.0	118	129
Philipsburg -----	108	20	76	12	68	11.0	101	101
Scranton -----	188	22	152	14	160	17.0	164	257
Shamokin -----	91	20	65	-----	70	9.0	42	69

Table XVII

**Days of Service Rendered to Patients State-Owned General Hospitals
Year Ended May 31, 1930**

Hospital	Total	Private	Semi-Private	Ward Days			% Free	Compensation Patients
				Full Pay	Part Pay	Free		
Totals -----	312,512	19,730	19,602	54,216	31,422	156,809	50.2	30,733
Ashland -----	53,893	4,624	2,134	4,551	14,150	24,755	45.9	3,679
Blossburg -----	17,555	2,238	589	4,190	1,318	8,449	48.1	771
Coaldale -----	25,053	79	704	2,890	2,293	15,673	62.6	3,414
Connellsville -----	14,666	1,491	1,733	3,011	739	6,307	43.0	1,385
Hazleton -----	40,812	816	1,191	15,215	6,984	12,131	32.2	4,475
Locust Mt. -----								
Shenandoah -----	14,662	180	1,037	2,364	1,009	7,326	49.4	2,746
Nantioke -----	32,278	1,713	8,072	5,305	329	11,144	34.5	5,715
Phillipsburg -----	24,909	3,553		5,246	97	14,466	58.1	1,547
Seranton -----	63,272	4,163	2,532	9,251	2,480	41,511	65.6	3,335
Shamokin -----	25,412	873	1,610	2,193	2,023	15,047	59.2	3,666

Table XVIII
Valuation of State-Owned Property as of May 31, 1930

Institution	Location	Land and Improvements	Buildings	Furniture and Equipment	Livestock	Total
Penal and Correctional						
Eastern State Penitentiary	Philadelphia	\$300,925	\$2,079,032	\$50,750	\$5,650	\$2,436,357
New Eastern State Penitentiary	Graterford	325,000	3,884,302			4,209,302
Western State Penitentiary	Pittsburgh	1,169,360	3,857,400	182,865		5,209,625
New Western State Penitentiary	Rockview	230,406	3,976,541	144,977	88,347	4,450,271
Penna. Industrial Reformatory	Huntingdon	66,386	2,717,425	170,213	25,339	2,979,363
State Industrial Home for Women	Muncy	23,845	673,781	54,452	7,546	759,624
Penna. Training School	Morganza	1,833,575	1,483,397	573,907	19,569	3,910,388
Total		\$1,009,497	\$18,671,878	\$1,177,164	\$96,391	\$23,954,930
Mental Hospitals						
Allentown State Hospital	Allentown	\$147,589	\$2,932,911	\$338,905	\$15,246	\$4,434,651
Danville State Hospital	Danville	112,573	3,781,929	96,242	33,366	4,024,112
Farview State Hospital	Waymart	113,886	1,820,430	188,407	20,999	2,143,722
Harrisburg State Hospital	Harrisburg	290,382	2,486,214	227,786	9,460	2,983,842
Norristown State Hospital	Norristown	1,260,611	3,969,713	558,054	30,601	5,818,979
Torrance State Hospital	Torrance	287,722	1,435,353	172,194	25,128	1,920,397
Warren State Hospital	Warren	123,417	3,822,146	187,468	32,771	4,165,802
Wernersville State Hospital	Wernersville	291,220	1,989,370	156,682	25,649	2,462,921
Total		\$2,597,402	\$23,238,066	\$1,925,738	\$103,220	\$27,954,426
Feeble-minded and Epileptics						
Cumberland Valley Inst. for Mental Defectives	Camp Hill	\$109,000	\$57,585			\$166,585
Pennhurst State School	Pennhurst	426,824	3,220,789	\$153,596	\$40,515	3,841,724
Polk State School	Polk	81,896	3,700,208	579,144	33,030	3,394,268
Laurelton State Village	Laurelton	93,351	1,135,406	49,083	16,295	1,294,135
Selinsgrove State Colony for Epileptics	Selinsgrove	120,766	358,106	55,039	16,578	549,549
Total		\$931,827	\$8,472,154	\$836,862	\$105,418	\$10,246,261

Medical and Surgical Hospitals

Ashland State Hospital	-----	Ashland	-----	\$140,450	\$408,800	\$99,473	\$100	\$648,823
Blossburg State Hospital	-----	Blossburg	-----	825	107,451	14,838	-----	123,114
Coaldale State Hospital	-----	Coaldale	-----	50,524	428,814	85,237	-----	564,575
Connellsville State Hospital	-----	Connellsville	-----	20,000	407,015	51,317	-----	478,332
Hazleton State Hospital	-----	Hazleton	-----	47,500	377,370	27,633	-----	452,503
Locust Mountain State Hospital	-----	Shenandoah	-----	5,670	321,553	35,792	-----	363,015
Nanticoke State Hospital	-----	Nanticoke	-----	22,500	341,589	85,277	-----	449,368
Philipsburg State Hospital	-----	Philipsburg	-----	6,500	269,902	48,462	-----	324,864
Scranton State Hospital	-----	Scranton	-----	108,000	830,065	68,531	-----	1,006,566
Shamokin State Hospital	-----	Shamokin	-----	23,158	262,725	88,553	-----	374,736
Total	-----		-----	\$425,127	\$3,755,254	\$605,413	\$100	\$4,785,394
Grand Total	-----		-----	\$7,863,553	\$54,137,352	\$4,545,177	\$395,129	\$66,941,511

Table XIX

Statement of Receipts Maintenance Purposes in State-Owned Institutions Does Not Include State Appropriations
June 1, 1928 to May 31, 1930

Institutions	June 1, 1928 to May 31, 1929 Received and Retained by Board of Trustees				June 1, 1929 to May 31, 1930 Received and Transmitted by Dept. of Revenue			
	From Patients	From Misl. Sources	From Counties, Poor Districts	Total Receipts	From Patients	From Misl. Sources	From Counties, Poor Districts	Total Receipts
Grand Total	\$982,428	\$787,802	\$3,132,173	\$4,902,403	\$1,116,603	\$104,005	\$4,050,344	\$5,270,952
Penal and Correctional								
Total		\$540,446	\$1,333,123	\$1,873,569		\$54,378	\$2,078,081	\$2,132,459

Eastern State Penitentiary -----	191,607	373,386	564,993	-----	32,962	535,372	565,334
Western State Penitentiary -----	240,802	480,704	730,506	-----	2,678	490,208	492,886
New Western State Penitentiary -----	-----	-----	-----	-----	10,694	200,681	211,225
Penna. Industrial Reformatory -----	96,140	199,180	295,320	-----	4,464	388,715	393,169
State Ind. Home for Women -----	4,724	48,436	53,220	-----	2,748	90,095	92,843
Penna. Training School -----	7,173	222,357	229,530	-----	842	373,160	374,002
Mental Hospitals							
Total -----	\$141,181	\$1,699,289	\$2,198,979	\$494,984	\$31,580	\$1,887,624	\$2,414,068
Allentown State Hospital -----	68,022	217,975	299,817	86,895	5,980	196,785	289,640
Danville State Hospital -----	54,534	228,443	289,257	64,598	5,120	281,216	350,834
Earlview State Hospital -----	47,869	76,512	127,797	2,656	2,429	136,978	141,993
Harrisburg State Hospital -----	8,129	255,458	267,892	45,711	2,990	270,710	319,411
Norristown State Hospital -----	78,401	4,304	522,050	153,403	6,401	614,960	614,764
Pottsville State Hospital -----	209	15,030	428,539	14,456	138,994	99,943	115,359
Scranton State Hospital -----	99,956	57,993	366,294	119,282	3,927	248,947	372,106
Warren State Hospital -----	1,389	32,864	186,578	8,173	3,823	197,955	209,981
Wernersville State Hospital -----	-----	177,138	-----	-----	-----	-----	-----
Feeble-minded and Epileptic							
Total -----	\$30,019	\$99,761	\$200,953	\$38,902	\$2,621	\$84,739	\$126,252
Penhurst State School -----	8,926	32,242	49,420	10,726	465	21,929	33,120
Folk State School -----	19,569	62,242	134,308	27,044	1,944	52,957	81,946
Laurelton State Village -----	1,524	678	17,225	1,132	212	9,853	11,197
Selinsgrove State Colony for Epilept							
Opened for the Reception of Patients August 14, 1929.							
Medical and Surgical Hospitals					No Receipts		
Total -----	\$563,900	\$35,002	\$628,902	\$582,717	\$15,426	-----	\$598,143
Ashland State Hospital -----	109,795	3,741	113,536	108,089	1,806	-----	109,895
Blossburg State Hospital -----	30,358	1,463	31,821	32,444	7,211	-----	39,655
Coaldale State Hospital -----	29,494	999	30,493	28,488	1,831	-----	30,319
Connellsville State Hospital -----	40,436	1,934	42,370	44,650	167	-----	44,817
Hazleton State Hospital -----	91,668	2,068	93,736	103,586	829	-----	104,415
Loeust Mt. State Hospital -----	39,910	1,322	41,232	30,862	66	-----	30,928
Nanticoke State Hospital -----	82,258	11,442	93,700	80,568	703	-----	81,271
Phillipsburg State Hospital -----	47,441	1,860	49,301	36,536	1,049	-----	37,585
Scranton State Hospital -----	67,645	5,799	73,444	74,955	1,489	-----	76,444
Shamokin State Hospital -----	54,895	4,374	59,269	42,539	275	-----	42,814

Wernersville State Hospital -----	286,227	.70	73,413	.18	539,640	.88	294,750	.72	76,983	.19	871,733	.91
Feeble-Minded and Epileptic												
Total and Average -----	\$1,032,604	\$.70	\$104,267	\$.11	\$1,196,961	\$.81	\$1,076,781	\$.69	\$214,536	\$.14	\$1,291,317	\$.83
Pennhurst State School -----	299,749	.67	65,719	.15	365,469	.82	293,099	.66	93,259	.21	388,358	.87
Polk State School -----	571,633	.67	78,334	.09	649,967	.76	560,293	.63	91,621	.10	651,914	.73
Laurelton State Village -----	161,312	.96	20,214	.12	181,525	1.08	162,546	.83	21,831	.11	184,377	.94
Selinsgrove State Colony for Epileptics -----	Opened for the reception of patients August 14, 1929.											
Medical and Surgical Hospitals												
Total and Average -----	\$1,285,924	\$4.17	-----	-----	\$1,285,924	\$4.17	\$1,241,330	\$4.03	-----	-----	\$1,241,330	\$4.03
Ashland State Hospital -----	234,049	4.14	-----	-----	234,049	4.14	222,753	4.13	-----	-----	222,753	4.13
Blossburg State Hospital -----	84,090	4.22	-----	-----	84,090	4.22	85,502	4.88	-----	-----	85,502	4.88
Coaldale State Hospital -----	104,491	4.19	-----	-----	104,491	4.19	104,597	4.16	-----	-----	104,597	4.16
Connellsville State Hospital -----	66,557	5.47	-----	-----	66,557	5.47	74,413	5.07	-----	-----	74,413	5.07
Hazleton State Hospital -----	153,636	4.05	-----	-----	153,636	4.05	158,987	3.89	-----	-----	158,987	3.89
Locust Mt. State Hospital -----	105,622	5.12	-----	-----	105,622	5.12	81,775	5.58	-----	-----	81,775	5.58
Nanticoke State Hospital -----	128,277	4.65	-----	-----	128,277	4.65	127,328	3.94	-----	-----	127,328	3.94
Philipsburg State Hospital -----	87,741	3.47	-----	-----	87,741	3.47	84,403	3.39	-----	-----	84,403	3.39
Scranton State Hospital -----	206,687	3.69	-----	-----	206,687	3.69	199,147	3.41	-----	-----	199,147	3.41
Shamokin State Hospital -----	112,774	4.23	-----	-----	112,774	4.23	102,325	4.03	-----	-----	102,325	4.03

Table XXI

**Statement of Appropriations Granted to and for the Department of Welfare,
Its Agencies and Administrative Boards and the State-Aided Institutions
Session of 1929 for Biennium of 1929-31**

	Operating Expenses and Repairs	Defi- ciency Approp.	Construc- tion and Improve.	Total Amount
Dept. Appro. Grand Total -----	\$33,393,950	\$407,522	\$10,340,101	\$44,141,573
Total for Department -----	3,575,200	-----	250,000	3,825,200
Salary of Secretary -----	20,000	-----	-----	20,000
Salaries & Genl. Expenses -----	437,000	-----	-----	437,000
Council for Blind and Alcohol Permit Board -----	63,800	-----	-----	63,800
Orthopaedic Unit -----	54,400	-----	-----	54,400
Mothers' Asst. Fund -----	2,750,000	-----	-----	2,750,000
Emergency Fund -----	250,000	-----	250,000	500,000
Departmental Administrative Boards				
Total -----	19,520,250	401,663	10,090,101	30,012,014
Penal and Correctional Inst.				
Sub-total -----	5,750,200	33,949	5,215,500	10,999,649
Eastern State Pen. -----	1,548,200	-----	4,005,500	5,553,700
Western State Pen. Pgh. -----	1,213,000	-----	88,000	1,301,000
Western State Pen. Rv. -----	868,000	33,949	338,000	1,239,949
Penna. Ind. Ref. Huntingdon -----	1,156,000	-----	258,000	1,414,000
Penna. Training School, Morg. -----	700,000	-----	257,000	957,000
State Ind. Home for Women, Muncy -----	265,000	-----	269,000	534,000
Mental Hospitals				
Sub-total -----	8,252,700	68,707	2,964,601	11,286,008
Allentown -----	1,014,500	4,714	323,000	1,342,214
Danville -----	1,287,000	6,272	310,000	1,603,272
Parview -----	467,300	1,000	503,000	971,300
Harrisburg -----	1,040,200	1,771	608,000	1,649,971
Norristown -----	1,827,500	41,432	142,251	2,011,183
Torrance -----	560,500	3,262	478,000	1,041,762
Warren -----	1,291,700	9,756	287,000	1,588,456
Wernersville -----	764,000	500	313,350	1,077,850
Schools for Mental Defectives and State Colony for Epileptics				
Sub-total -----	2,839,100	75,008	1,910,000	4,824,108
Laurelton State Village -----	516,500	8,513	150,000	675,013
Pennhurst -----	784,400	3,111	678,000	1,465,511
Polk State School -----	1,252,000	63,379	196,000	1,511,379
Selinsgrove State Colony -----	286,200	-----	643,000	929,200
Cumberland Valley State Inst. -----	-----	-----	243,000	243,000
Medical and Surgical Hosp.				
Sub-total -----	2,678,250	224,004	-----	2,902,254
Ashland -----	491,750	5,000	-----	496,750
Blossburg -----	170,000	16,670	-----	186,670
Coaldale -----	208,000	-----	-----	208,000
Connellsville -----	189,200	10,100	-----	199,300
Hazleton -----	286,000	9,807	-----	295,807
Locust Mt. -----	211,400	49,022	-----	260,422
Nantioke -----	269,800	17,762	-----	287,562
Phillipsburg -----	179,400	10,074	-----	189,474
Scranton -----	436,700	61,569	-----	498,269
Shamokin -----	236,000	44,000	-----	280,000
State-Aided Institutions				
Total State Aid -----	10,298,500	5,859	-----	10,304,359
Glen Mills -----	665,000	-----	-----	665,000
Dixmont (Mental) -----	405,000	-----	-----	405,000
Elwyn (Mental Defectives) -----	420,000	-----	-----	420,000
County, Municipal and Dist. Hosp. -----	2,260,000	5,859	-----	2,265,859
General Hosp. -----	5,922,800	-----	-----	5,922,800
Homes for Dependent Children and Adults -----	625,700	-----	-----	625,700

IN CONCLUSION

The Department of Welfare has for ten years been administered on the same high plane of social welfare which its creators inaugurated in 1921.

This is a State agency organized with a two-fold purpose, namely, prevention and restoration. The motivating principle of the Department is service. It is desirable that the personnel of this unit of government be chosen because of technical training, social mindedness, political acumen and executive ability. Such combination of talent insures an appreciation of human needs, State-wide confidence in authorized leadership, proper emphasis on the science of good government and continued administration of the department on a business basis that will annually bring increased dividends to the taxpayers.

It is possible to decrease dependency and delinquency. In order to achieve such results the machinery of government must be adequate.

As the management of the affairs of government are made less expensive because those who are literate have a larger earning capacity than the illiterate; as those who are physically and mentally normal may with greater ease be self-supporting, so it is equally true that when dependency and delinquency shall have been decreased, when the crippled shall have been rebuilt, when the blind shall have been trained and given employment, then in consequence will a greater number become self-supporting and the burden of taxation be noticeably decreased.

Justice to humanity and genuine patriotism will inspire in a philosophy that will result in improved social and economic conditions.

This administration makes the following suggestions relative to the immediate and important needs pertinent to a State-wide program in the field in which the Department functions.

RECOMMENDATIONS

The Department of Welfare urgently recommends:

I. CHILDREN

That the 1931 Legislature grant an additional \$1,365,938.00 to the Mothers' Assistance Fund, thereby making the total biennial appropriation \$4,115,938.00. That sum represents the total amount required to be given by the State in order to make it possible for Pennsylvania to give aid to all of the eligible families now on the waiting list.

No one specific activity contributes so much toward keeping children with their mothers as does the Mothers' Assistance Fund.

It is essential that there be further readjustment of society

throughout the State to the extent that there will be fewer parents and relatives refusing proper responsibility for the care of their children.

It is of paramount importance that authorities give serious thought to the formulation of a State-wide plan for the care of the crippled. This Department urges that a place be provided for the incurable cripple and those long-time cases that should receive industrial training.

II. ALMSHOUSES

Poor Relief. That efforts be continued to establish the County Unit plan of poor relief in the counties in which this method does not obtain.

There remain eight counties that administer their Poor Relief on the Township and Borough plan. This is an expensive method and does not provide adequate care for those who are feeble or ill.

III. PRISONS, That

1. Present steps taken toward the classification of prisons and prisoners should be continued.

2. The building at Western State Penitentiary, Rockview, in which executions take place, should be remodeled and used for a cell block. A building used for that purpose should not be placed within the stockade of an *Honor Farm*.

3. All laws effecting the conduct of prisons and control of prisoners be codified.

4. Legislation be enacted that will insure the selection and election of district prison wardens by the prison board when county or inter-county industrial farms and workhouses are established. This would insure continuity in office of those directly in charge of prisons when efficient.

5. All incumbents of offices in connection with prisons and prisoners be on a salary. The fee system to be entirely abolished as concerned with the arrest, transportation or care of one who has been apprehended by the law.

6. Any employe in any prison should have as a minimum qualification that he be a credible witness.

7. The Act of Assembly No. 468, 1929, be so amended that it will be more flexible.

8. The law should provide authority for the erection of State-wide prisons in districts or counties that cannot finance their own building project.

PRISON LABOR, That

It be proposed that a penal institution should be so built and so

organized that it would be possible with efficient management thereof, to—

1. Provide opportunities for the prisoner to support himself while incarcerated.

2. To support the penal institutions with the products of his labor.

3. To contribute to the support of his family or other dependents while he is incarcerated,—

- (a) Through the use of his personal labor,

- (b) Through the sale of the products of his labor.

4. Legislation be passed making it compulsory for State-owned institutions to purchase prison-made products to the extent that such products may be furnished. That the law also provide that a similar requirement be made of State-aided institutions in proportion to the funds received by State appropriation.

5. Most valuable to the State, as well as to the employed prisoner, would be the reclamation of burned over and otherwise waste forest land, and waste agricultural land by the prisoners. Such a project might be financed by an additional appropriation to the penitentiaries for this purpose.

Thus a just exchange of responsibility would be established. The State would thus tend toward self-support by following the above mentioned principles, and the burden of taxation would be decreased.

PAROLE, That,

The State Board of Parole logically belongs in the Department of Welfare.

By Act of Assembly of 1929, the State Board of Parole was authorized to supervise the conduct, during the period of parole, of all prisoners released on parole from the State Penitentiaries and the Industrial Reformatory at Huntingdon. For the purpose of carrying out the provisions of the Act, the Attorney General was authorized to appoint a Supervisor of Paroles and the necessary field agents.

The supervision of paroled prisoners is so closely related to the work of the Department of Welfare that the unit should be placed in this Department where the State Supervisor and his associates can be more directly benefited by association with the staff and the records of this Department.

Pennsylvania should develop as rapidly as possible a more complete and effective parole system. An industrial school to which young men can be paroled from the Industrial Reformatory at Huntingdon to complete their trade-training and fully regain their confidence and self-respect, is also needed.

IV. INSTITUTIONS.

Plans and specifications should be prepared in advance of each legislative session.

An outstanding piece of constructive legislation that was passed during the 1929 session and subsequently approved by the Governor was that which makes legal the appointment of an Architect by the Department of Property and Supplies, who, when approved by the Board of Trustees and the Department of Welfare, may prepare plans and specifications in advance of a legislative session for a proposed building project at a state-owned institution for which an appropriation is to be requested. This pre-arrangement will prevent much unnecessary expense and unwarranted inconvenience. This Department advises that the management of each institution take advantage of this law prior to making any request for an appropriation for a building project.

INSTITUTIONS.

Food Administration. This is one of the most important functions of a State institution. With all the advance which has been made by the State institutions in the medical care and treatment of patients and inmates, the problem of food administration has been given little attention. A program should be worked out which will win the sympathetic support of the management of each State institution. Mastery of the question of per capita costs has by no means been attained. It is not just to expect that an able-bodied inmate or prisoner doing eight hours work, often out-of-doors, should be fed the same quantity as would suffice for the bed-ridden or feeble patient. Obviously food costs should be interpreted in terms of proper nourishment of the individual being fed.

There is great need for an intelligent interpretation of the term *adequate feeding*. The Department is now making a study of the question.

INSTITUTIONS

Accounting System. The accounting system in State institutions should be simplified in order to relieve the institutions of work which could be more easily done in the Department. The cost accounting which now requires an elaborate record system could be done, with less expense to the State, in the Department of Welfare by means of the Hollerith tabulating equipment.

V. PSYCHIATRIC HOSPITALS. That,

Pennsylvania needs a psychiatric hospital accessible to the medical schools, one in Philadelphia and one in Pittsburgh.

The psychiatric hospitals would make available an opportunity for

intensive research in the field of mental disease. Intensive study of selected groups of patients or of single obscure and difficult cases would be made possible. These hospitals would be teaching centers for training in the treatment of patients afflicted with nervous and mental disorders.

VI. PSYCHIATRIC WARDS AND WARDS FOR COMMUNICABLE DISEASES. That,

A psychiatric ward and a ward for communicable diseases be established in connection with each general hospital whenever possible.

VII. HOSPITALS. That,

Power and authority should be given to the Department of Welfare to license all hospitals.

At present any individual or any group of individuals may organize a hospital in any community. It should be made unlawful to establish a hospital unless it is needed, properly equipped and conducted in keeping with the best methods of hospital administration.

VIII. IMPORTANT LEGISLATION. That,

Legislation be enacted making legal the establishment of institutions for prostitutes.

This administration has been aware of the existence of a great need pertinent to the treatment of diseased prostitutes.

A committee representing the Department of State Police, the Department of Health and the Department of Welfare, unanimously recommended to Governor Fisher "that steps be taken to separate the Commonwealth of Pennsylvania in four Districts; in each District the State shall provide inexpensive buildings in which diseased prostitutes may be confined, examined and treated, the ultimate disposition of these women to depend on the report following a mental examination of each individual."

The Committee further recommended that the first District be established during this present biennium. It was ascertained, however, that additional legislation must precede the establishment of such districts, therefore, the above recommendation.

IX. STATE-OWNED MEDICAL AND SURGICAL HOSPITALS.

That,

The ten State-owned Medical and Surgical Hospitals be turned over to properly incorporated and responsible local bodies and be continued and operated under State-aid (as is true of the 161 State-aided Medical and Surgical Hospitals located in various communities throughout the Commonwealth.)

In Governor John S. Fisher's message to the General Assembly of Pennsylvania January 1, 1929, may be found the following:

“The State-owned medical and surgical hospitals present a problem of their own. They are ten in number and were designed for the benefit of the miners in the anthracite and bituminous coal fields. They had their origin at a time when hospital service was confined largely to the cities. In the day of their establishment they served their purpose well, but in the development and spread of the hospital system throughout the State they have come to be practically community institutions. In a number of instances the public has generously contributed to their support, equipment, repair and enlargement. It is entirely natural that there should have grown up around them a local interest and pride and a manifest desire to control their policies and management. This consequence has led to some friction between the Department of Welfare and those who are locally in charge. I would suggest as a solution that authority be granted to turn them over to properly incorporated and responsible local bodies, upon proper request, to be continued and operated under State aid. It is apparent that the State is not warranted in expanding the plants of these hospitals to provide community service other than that for which they were designed, but as long as they are within State control there is the necessary obligation for maintenance and upkeep.”

The records in the Department of Welfare indicate that the taxpayers are extending special privilege to these ten hospitals in which the service is parallel to that provided in the State-aided hospitals.

The Department of Welfare makes the above recommendation because like each Department of the State government it is aware of its responsibility to all of the people of the State.

In justice to the physicians and surgeons living in the vicinity of these institutions each State-owned hospital should be functioning with an open staff. The fact remains, however, that only four of these ten hospitals grant membership on their staff to local physicians and surgeons.

Our records contain a Report of the Commissioners, Board of Public Charities, dated 1888. On Page XI is to be found the following:

“A WORD OF CAUTION IN 1888.

HOSPITALS FOR INJURED MINERS

This is a matter of considerable delicacy, but its great importance seems to require some notice from this Board. Possibly it may not be considered within the jurisdiction of the Board to make any positive recommendations on this subject, and yet our silence might be construed into an approval of a policy the wisdom of which is gravely doubted. A few years ago, the Legislature established the hospital at Ashland, intended for those injured

in the anthracite coal mines there and in that vicinity, and the Legislature of last session took initiatory steps for the location and erection of other like hospitals in other anthracite and bituminous coal regions. But all of these are to be created and sustained by appropriations from the general Treasury. In other words, the general taxpayers of the whole State are by this policy required to erect and maintain hospitals for persons injured in a few selected industries. Has the Legislature power to do what it has undertaken to do in this matter? It looks to us like special legislation for special classes, in violation of both the letter and the spirit of the Constitution. Railroading, too, is a dangerous business, and many persons are injured in their management and operation. But can people not engaged in that business be lawfully required to take care of those injured therein? If so, then we can see no end or limit to expenditure for such purposes. The experiment of the hospital at Ashland was a new departure, and thus far has proved both expensive and unsatisfactory, and, at the threshold of this new policy, this Board earnestly invites both the people and the authorities of the State to a most careful consideration of this most important matter, before launching forth into this open sea of prospective and doubtful expenditure.

If expenditures must be incurred in caring for persons injured in these dangerous employments, had it not better be done by some proper and general legislative enactments, permitting and authorizing those conducting them to raise the necessary funds from the employments themselves, or from those engaged in them?

We have been prompted to make these suggestions, not only from our own sense of public duty, and danger in this direction, but also because convinced that the Legislature, as shown by the concurrent resolution of last session, approved May 19, 1887 (P. L. 1887, p. 437-8), had some just apprehension of the dangers from this source. What the committee authorized by this resolution has done we are not informed, but we are gratified to have this evidence that the importance and dangers of the subject are entertained by others than this Board.

Report of the Commissioners,
Board of Public Charities, 1888 Pg. XI."

REPORT ON THE STATE-OWNED GENERAL HOSPITALS

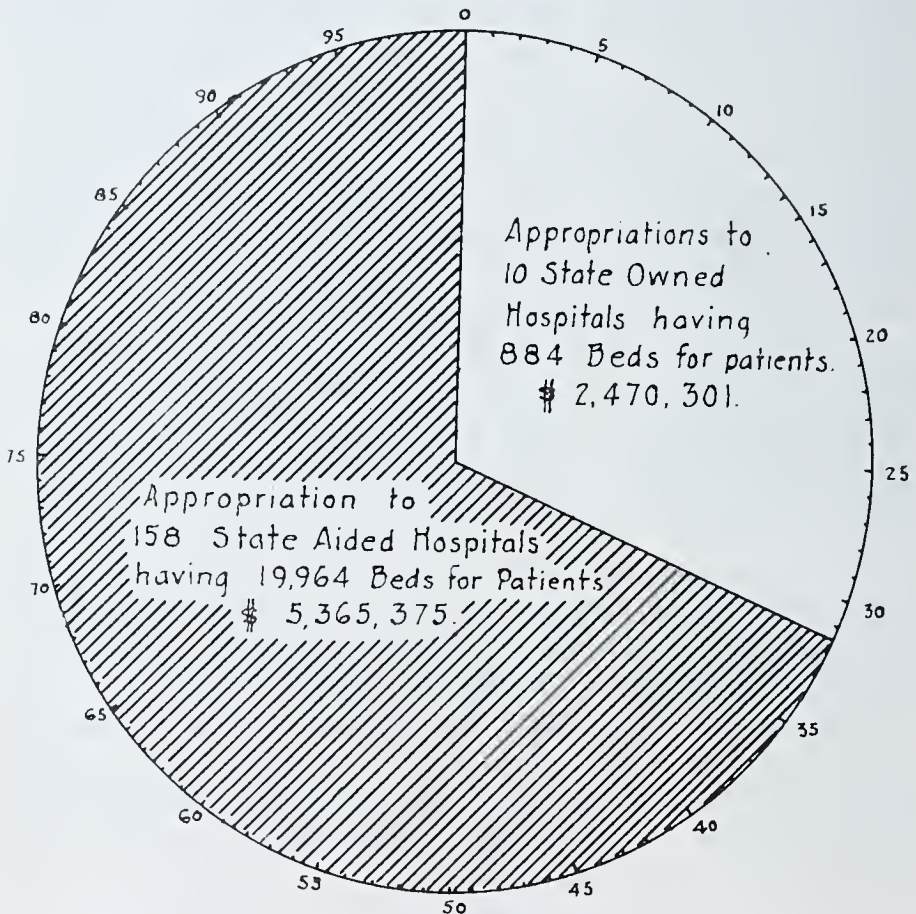
In compliance with the Governor's request, this Department made a study of the free service rendered, the per capita cost of service rendered, the sources of income, and the total expenditures and total receipts for the first biennial period of this administration. The prepared statement also included comparative information relative to

some of the State-aided hospitals which are located near the State-owned hospitals.

The following two charts are submitted in evidence of the fact that the Department of Welfare in the year 1930 would come far short of doing its "public duty" if it were to withhold reference, in the biennial report to this important question.

**Appropriations to all General Hospitals
State Owned and State Aided
Session of 1927**

**Graphical comparison of Appropriations granted to the ten (10)
State Owned and one hundred fifty-eight (158)
State Aided Hospitals**



Appropriations, Session 1927

To the ten (10) State Owned Hospitals

For Maintenance	\$1,185,000
Deficiencies	209,801
Repairs and Upkeep	325,500
Construction and Improvements	750,000

\$2,470,301 = 31.5%

To the 158 State Aided Hospitals ..

5,365,375 = 68.5%

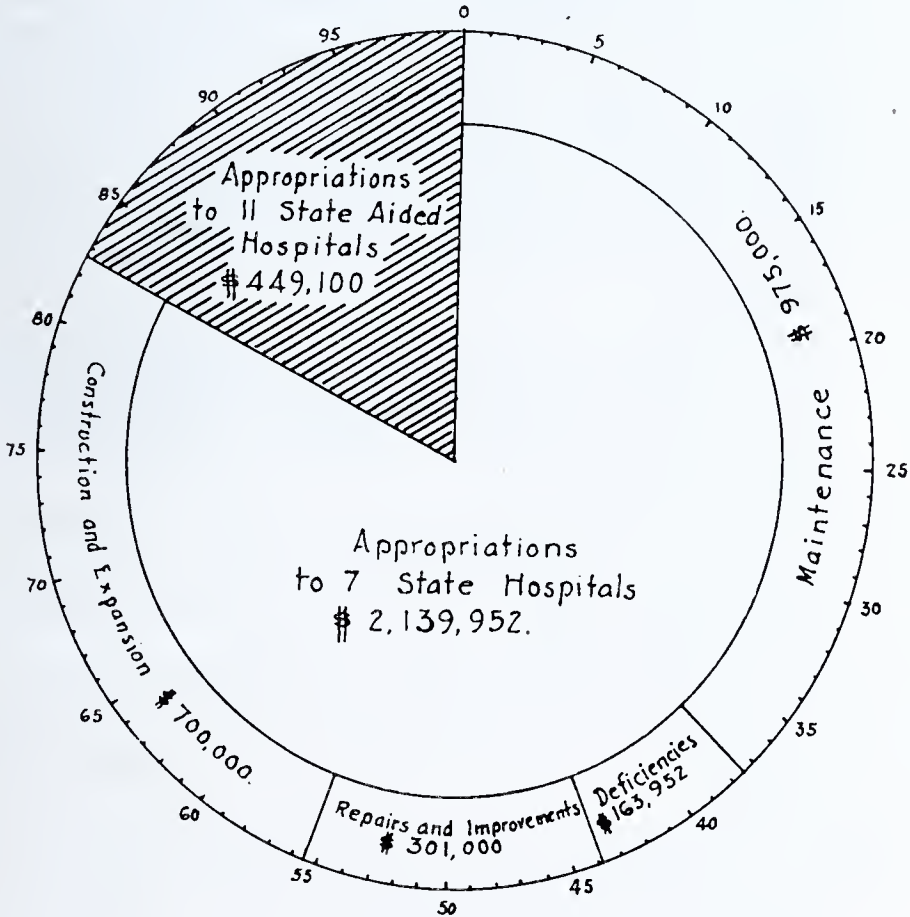
**Total Appropriations to General
Hospitals**

\$7,835,676 = 100 %

**Appropriations to General Hospitals
State Owned and State Aided
Located in the Anthracite Coal Fields
Session of 1927**

**Graphical comparison of Appropriations granted to the eleven
(11) State Aided Hospitals and the seven (7)
State Owned Hospitals**

State Owned 884—Beds for Patients—State Aided 1330



Appropriations, Session 1927

To the seven (7) State Owned Hospitals

For Maintenance	\$975,000
Deficiencies	163,952
Repairs and Upkeep	301,000
Construction and Improvements ..	700,000

To the 11 State Aided Hospitals

Total Appropriations

\$2,139,952 = 82.7%

449,100 = 17.3%

\$2,589,052 = 100 %

X. COORDINATION OF DEPARTMENTS. That,

There be established a closer coordination between the activities of the Department of Public Instruction and the Department of Welfare. Such interdepartmental adjustment will be hastened and more easily perfected when the two departments are housed in the Education Building as they will be toward the close of this administration.

And finally, the appropriation of the Department must be increased during the succeeding biennium in order to continue to meet the rapidly increasing demands.

Obvious necessity suggests that increase of personnel should be commensurate with the volume of work which has more than doubled during the 1927-29, 1929-31 biennium.

It is recommended, therefore, that,

1. The Department have two Deputies instead of one.
2. The Nursing Consultant be given an assistant.
3. The Statistical Division have two more clerks.
4. The Bureau of Mental Health have two more field representatives.
5. The Bureau of Assistance have one additional medical social worker and one more field representative who shall be in charge of the administration of Act of Assembly 1925, No. 347, relating to solicitation of funds for charitable purposes.
6. The Bureau of Children have in addition to its present staff one more field representative.
7. The Mothers' Assistance Fund be allowed one additional field representative.
8. The Bureau of Restoration have one additional field representative.
9. The Council for the Blind have at least another staff member.
10. The stenographic force should be increased in number.
11. The Personnel Bureau should be an integral part of the Department of Welfare instead of being a fragment of the staff of the Governor's office. Its present detached relationship with both offices occasions those continuous inconveniences experienced both by the Department and by the Personnel Bureau that might easily be obviated by the type of organization that is plainly indicated.
12. A liaison staff member be appointed whose duty shall be to effect that close relationship between the work of the Department of Public Instruction and the Department of Welfare which was earlier referred to in this report.

The present accomplishments are only made possible by the overtime service of an interested and efficient group of employes who make every effort to carry the load regardless of its size. The fact remains that under the present conditions it is impossible to adequately carry out in toto the provisions of law that has outlined definite procedure for this Department. There are not enough days in each year in which a limited personnel may deal with the urgent needs which press for attention.

The Department of Welfare during this first era (ten years) of its existence has gathered a momentum that will insure incalculable future achievement provided, of course, that it continue to function "on the same high plane of social welfare which its creators inaugurated in 1921" and further provided that departmental activities be not handicapped with a lack of adequate funds and a too limited personnel.

